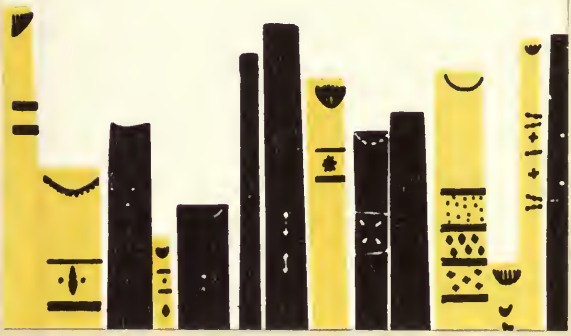
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AMERICAN PLANNING AND CIVIC ANNUAL



AMERICAN PLANNING AND CIVIC ANNUAL

A RECORD OF RECENT CIVIC ADVANCE IN THE FIELDS OF PLANNING, PARKS, HOUSING, NEIGHBORHOOD IMPROVEMENT AND CONSERVATION OF NATURAL RESOURCES, INCLUDING THE ADDRESSES DELIVERED AT THE CITIZENS CONFERENCE ON PLANNING, HELD AT OKLAHOMA CITY, MARCH 27–30, 1949 AND A REPORT PRESENTED AT THE 28th ANNUAL MEETING OF THE NATIONAL CONFERENCE ON STATE PARKS, HELD AT SEBRING, FLORIDA, DECEMBER 13–17, 1948.

EDITED BY

HARLEAN JAMES

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The purpose of the American Planning and Civic Association is the education of the American people to an understanding and appreciation of: local, state, regional and national planning for the best use of urban and rural land, and of water and of other natural resources, the safeguarding and planned use of local and national parks; the conservation of natural scenery; the advancement of higher ideals of life and civic beauty in America; the improvement of living conditions and the fostering of wider educational facilities in schools and colleges along these lines.

The purpose of the National Conference on State Parks is to inform the public through a central clearing house of information, publications, conferences, courses of training in schools and colleges, and by other educational means, of the value of state parks, historic sites, forests and preserves, suitable for recreation, study of natural history and science, preservation of wild life and conservation of natural scenery, by the development within the States of well-balanced state park systems; to the end that every citizen of the United States shall have easy access to state recreation areas and appreciate their value as a recognized form of land use.

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FOREWORD

The American Planning and Civic Association and the National Conference on State Parks present the 1949 AMERICAN PLANNING AND CIVIC ANNUAL, which records recent progress and makes predictions for the future. The ANNUAL, however, must be read in conjunction with PLANNING AND CIVIC COMMENT which each quarter presents news items and editorial comment on current events within the fields of the two organizations. Indeed, the two groups, founded to study pending problems and reach impartial conclusions, do in fact represent a crystalization of enlightened public opinion on many controversial issues.

Both organizations deal fundamentally with land and resource uses, which are in turn dependent on planning at every level of government. As the population of the United States increases, the pressures of different groups for utilization of natural resources become keener. In such conflicts the public welfare is often forgotten. Both the Civic Association and the State Park Conference seek to apply what is conceived to be the test of long-range public interest to every proposal for immediate commercial exploitation—whether it be by Government or private enterprise.

The citizens of any neighborhood, town or city find that they are bound to be affected by planning decisions made at local, regional, state and national levels. They learn that comprehensive and local planning are not two separate operations, but that they are interrelated, and that plans at each level of government must be reconciled with each other and fitted into overall plans, if the best results are to be obtained.

Each ANNUAL contains much factual information not easily accessible elsewhere; but attention is called to the reorganization of the Federal Executive Agencies which is being put into effect as a result of the task force studies under the Hoover Commission. A number of agencies described in this ANNUAL have been changed in name or moved into other departments. No attempt has been made to record the status as we go to press. By next year more changes will be recorded and they will be on a comprehensive scale.

The American Planning and Civic Association and the National Conference on State Parks include many public officials in their memberships but they both place emphasis on citizen interest and invite all public-spirited citizens interested in sound land and resource uses to become members, receive the publications and thus be prepared to play an active and intelligent part in the judging of local, regional, state and national policies proposed for the solution of pending issues.

HARLEAN JAMES, *Editor*

INTRODUCTION

When the delegates from all parts of the United States to the National Citizens Conference on Community Planning assembled for the opening session, they were greeted by an unseen announcer who spoke these words:

Ladies and Gentlemen:

You are sitting—at this moment—in the Oklahoma Biltmore Hotel in modern surroundings which on every hand show evidence of community planning in action. Only 60 years ago this coming April 22, the spot now occupied by this twenty-four story hotel was the home of Indians, of animals and of Mother Nature.

Sixty years ago there was no need for community planning. The finest planner of all—Mother Nature—had things well under control. Soil erosion was a term yet to be heard on the lush prairies. Wild grasses held the soil in place, caught the fragrant dew, retained the driving rain, helped store it for future use. Animals thrived on the abundant vegetation. Clear streams flowed their placid way. Pollution was an undreamed reality yet to come. Vast mineral resources lay untouched. The only roads were paths hollowed out by buffalo in herds of fantastic numbers. Here and there, the constant parade of small animals had created what could be called a trail.

The delicate plans of Mother Nature were working . . . and working well. The precision balance that is perfect conservation, perfect planning, was at work.

This, then, was the setting only 60 short years ago. This, then, was the perfect place for the Indian, for the Red Man knew full well that this, his home, was the garden of the Great Spirit in the Sky. The Indian knew the laws of God and Nature and followed them, not fearfully but gratefully. He lived in complete harmony with his surroundings. He lived bountifully on the land which he preserved with his native intuition.

Yes, this was sixty short years ago.

But the silence of the prairies was shattered at noon on April 22, 1889. Train whistles shrieked, wagon wheels creaked and hooves by the thousands thundered on the virgin sod. Man had come. Ten thousand came to the approximate site of the Biltmore Hotel in less than eight hours, and a city was born—squawling, sprawling, and demanding—and with man's coming came problems of a hundred different kinds. They were small at first, but grew like a leak in a dam that swells into a mighty roar and destroys as it grows. The delicate balance in conservation established by Mother Nature was progressively destroyed. Soil erosion began the minute the plow bit into the soil for the first time. Then came floods, stream pollution and animal population depletion.

No thought of planning for the city we now see attended that founding. In fact, the city's historic example of lack of planning still stands at each intersection of Grand Avenue, which this hotel faces. Two land companies who laid out the original townships—one north and the other south of Grand Avenue—failed to make their streets meet so that to this day vehicular and pedestrian traffic is handicapped by the "jog" which slows down traffic and confuses strangers. This "crook" in the street will ultimately cost our city tens of thousands of dollars when we inaugurate our new program of major street widening and development.

Today Oklahoma City is a community of three hundred thousand people—the capital of the State. It is the largest wholesale distribution point in Oklahoma and one of the largest in the Southwest. Oklahoma City has a highly diversified commercial and industrial life, and is fighting for its place in the sun against the competition of older cities in this region. We are seeking better homes and conveniences in living for our citizens. We're growing, working and expanding. We're enjoying the satisfaction of accomplishment in the past and the spirit of independent, aggressive action which attend the development of youth as we look ahead.

"From tepees to towers in sixty years" . . . despite the short span of years that have passed it is a far cry from the days of the Indian—to the city of steel and concrete, of modern transportation and utilities, of beautiful homes and gardens. In opening this meeting which seeks to further modern community development throughout our country, and with friends here from every section of this great Nation who are giving generously of their time and effort in such work, we listen for a brief moment to the voice of the past—one of our respected citizens who, in the language of his Indian forefathers, invokes divine guidance upon this conference and upon this land of ours—Chief Frank Bosin, of the Kiowas.

Then Chief Frank Bosin of the Kiowa Tribe of Anadarko, Oklahoma, whose picture appears on the frontispiece, in solemn tones offered a prayer in his own language, which, translated by the unseen announcer, carried an eloquent plea for conservation of our natural resources, without which the white man will perish and his cities fall into ruin.

Hear us, Oh Great Spirit in the Sky.

Our people are a very old people. We lived in this land thousands of moons before the white man came. His way of life differed from ours and for many seasons there was bitter strife between us. Now there is peace, but the heart of the Red Man is sad for the White Man has destroyed many of Nature's most bountiful gifts and has forgotten that all things come from Mother Earth and go back to her.

The White Man thought we were slow in our lives. Our sons lived like their fathers and grandfathers. We did not make many things. Our

poems and our stories were spoken; we listened to the music of flutes; but we did not record them on paper. Words of wisdom were spoken in the councils of our elders and our young men remembered.

We lived simply and near to the earth. In the voices of the earth and the running waters and the wind in the sky we heard the sayings of the Great Spirit who made all things and gave them to us. From the muskrat and beaver and squirrel we learned of the coming season. When the waterfowl flew north we knew that soon the snows would fade and the little streams would run again. We watched the wolf and deer and rabbit and the fish in the streams and learned how they live and how all men should live, even though they have great knowledge of books and machines. We knew how food comes from the earth, and that the sap of plants and trees was like milk which the babe draws from its mother's breast. We knew that the Great Spirit would not have us make wounds in the tender flesh of the land or destroy the way of growing things. We lived happily in a land where grass and trees never failed for thousands of moons and where meat and skins were plentiful.

Sad were our hearts when the White Man made great wounds in the earth in his haste to take riches from the soil of our fathers. From these wounds gushed reddened waters—life blood of our land—into the streams and on to the Father of Waters. We were sad, for with the wisdom of a thousand moons we knew that when the water runs red or brown our land is losing its strength and our grass and trees wither. We knew that in a few short years the work of Nature for thousands of years would be no more.

Oh Great Spirit, bring to our white brothers the wisdom of Nature and knowledge that if her laws are obeyed this land will again flourish and grasses and trees grow as before. Guide those who through their councils seek to spread the wisdom of their leaders to all people. Heal the raw wounds in the earth and restore our clear and beautiful streams, bring again the sparkling waters from our springs and restore to our soil the richness which strengthens men's bodies and makes them wise in their councils. Bring to all the knowledge that great cities which are planned live only through the bounty of the good earth beyond their paved streets and towers of stone and steel.

I have spoken.

THE NATION

NATIONAL PLANNING

The Case For a Department of Natural Resources

LESLIE A. MILLER, former Governor of Wyoming and Chairman
Natural Resources Task Force, Hoover Commission, Cheyenne, Wyoming

IT WILL be of interest, I think, if I tell you at the outset something of the make-up of our committee. Inasmuch as we were to deal with the administration of natural resources over the Nation as a whole, it was quite evident that Mr. Hoover felt he should endeavor to secure the services of men with varied backgrounds of experience. You will recognize how this was accomplished when I tell you, briefly, the qualifications of each of the members.

Dr. Isaiah Bowman, now President emeritus of Johns Hopkins University, is known in the field of science as a *Geographer*. He is especially gifted in his knowledge of the water resources of the world, and can talk as easily of dams in Mesopotamia and Brazil as in the United States.

Dr. Gilbert White, President of Haverford College, Haverford, Pennsylvania, is also widely known as an expert in water resources affairs. He served with the old Natural Resources Planning Board, and came to us with a wide knowledge of water development with particular regard to power and flood control considerations.

Dr. Samuel T. Dana, Dean of the School of Forestry and Conservation of the University of Michigan at Ann Arbor, is known as one of the leading authorities in America on all matters having to do with forestry, and is also well grounded in affairs having to do with public lands and wild life.

Dr. Donald McLaughlin, San Francisco, California, President of Homestake Mining Company and of Cerro de Pasco Copper Company, formerly a member of the faculties of both Harvard and California Universities as an instructor in geology, was one of our group who advised on minerals administration. Dr. McLaughlin is a world leader in mining affairs.

Mr. Horace M. Albright, Carlsbad, New Mexico, as all of you will recall, is a native of California, born into a mining family. He went into government service, and finally became Director of National Parks. He is probably one of the best equipped men we have in the country in his knowledge of governmental activities. He is at present President of United States Potash Company, and is a leader in association work in minerals and joined Dr. McLaughlin in working out our mining problems. In addition to this, it was natural, of course, that Mr. Albright took the lead in discussions having to do with national parks and fish and wild life matters.

Honorable John J. Dempsey, Santa Fe, New Mexico, is a former Governor of his State, a former Congressman, and a former Under Secretary of the Interior. He is widely versed in public land and forestry matters, has had close contact with irrigation development in the west, and is at the present time extensively engaged in oil and gas production.

Honorable Ralph L. Carr is a former Governor of Colorado, and was largely named to our committee by reason of the fact he had been engaged for some two or three years in an intensive study of public land and irrigation matters as a member of the Natural Resources Committee of the Chamber of Commerce of the United States.

This will give some idea as to the collective experience which our committee brought to the job to which we were assigned. We were told that we were to give attention to all angles having to do with natural

resources with the view to pointing up a report which would recommend future administration, and this to the best of our abilities we endeavored to do.

Our committee did not hold public hearings, as in our judgment such a procedure would have made it impossible for us to conclude our work within the limitations of time which were imposed. We did hold several closed meetings at Washington, one at Denver, and one at San Francisco. At the outset we had contracted with the Legislative Reference Service of the Library of Congress to do our detailed research work, and at each of our meetings the staff of the Service sat in with us. In addition, we called before us from time to time men nationally known as authorities in the field of natural resources, asking their counsel and advice as to existing conditions and requesting their recommendations with respect to what they deemed advisable changes in administrative set-ups.

I propose here to resort to a rather extensive reading of excerpts from the report of the Hoover Commission to the Congress and the report of our task force to the Commission. I deem the latter particularly apropos inasmuch as our report was largely made under my direction, and if I wrote something for this conference for the purpose of presenting something exactly at firsthand, it would in the very nature of things have to be about what was printed in the report. I am sure you will understand this.

It is useful to summarize the principal recommendations of the committee.

1. Establishment of a consolidated Water Development Service, to administer the present functions of the Bureau Reclamation, the river development functions of the Corps of Engineers, the power marketing functions of the Bonneville and Southwestern Power Administrations and of the Division of Power in the Department of the Interior, certain river-development functions now administered by the Federal Power Commission, and certain functions of the Department of State relating to international boundary streams. The Committee recommends the retention of the Tennessee Valley Authority in its present form, but the establishment of additional valley authorities is opposed.

2. Establishment of a consolidated Forest and Range Service, based upon the present Forest Service and furthering its general policies, but including the forest and range management functions of the Bureau of Land Management and the research functions of the Department of Agriculture relating to forest insects and forest diseases.

3. Regional decentralization of the Water Development Service and the Forest and Range Service, by river basins where practicable, to facilitate "grass roots" decisions, interservice cooperation and local participation in planning. Regional advisory committees should be

set up for both Services to give full representation to State and local interests and to other Federal agencies substantially concerned.

4. Division of the Fish and Wildlife Service into two units, a Fisheries Service and a Wildlife Service. This will make possible greater attention to the problems of commercial fisheries.

5. To the end that only economically feasible projects shall be instituted by the resource agencies and especially by the Water Development Service, the establishment in the Executive Office of the President of a Board of Coordination and Review with responsibility for reviewing and coordinating plans for each major project from the time it is first proposed; for making certain that only projects which are economically and socially justifiable are recommended for approval; and for assuring effective participation by all Federal and State agencies concerned during the formative stage.

6. Transfer to the Bureau of Mines of certain related activities from other Federal agencies.

7. Reestablishment of the General Land Office as a record-keeping and title-holding agency for public lands.

8. The union into a Department of Natural Resources of the Water Development Service, the Forest and Range Service, the Geological Survey, the Bureau of Mines, the National Park Service, the Fisheries Service, the Wildlife Service, and the General Land Office. The Department of the Interior would cease to exist.

Next, as to what our task force said concerning the problem:

The natural resources which our Government manages or whose use it significantly influences are crucial in our Nation's future. The committee believes that Federal activities in this field must therefore be studied in the full light of the part which these resources play in our whole manner of life. Keen attention must be given also to the great drain placed upon these resources by earlier neglect of conservation, by our high standard of living, our increasing population, and our participation in two great world conflicts. Even though peaceful adjustments may still be hoped for, we live amid the anxieties of continued international tension. The committee would thus be false to its trust, if it were unmindful that a third world conflict may arise in which our national capacity to produce and sustain a prolonged military effort would once more put tremendous strain upon our great but nevertheless limited resource reserves.

We know that our great commercial forest lands have already yielded up their highest grade timber. We know that the current drain upon our saw timber through cutting, fire, insects, and disease, is 50 percent greater than its growth. We know that our native grazing resources on the vast but semi-arid estate left in the Federal public domain have been seriously depleted, and many years of improved management will be required for their restoration to potential productivity, and for the healing of the damage done by accelerated erosion produced by overuse and inadequate protection.

Our national reserves of petroleum, so basic to our economy and our military defenses, are being depleted at a rate at least temporarily in excess of new discoveries. Certain other important minerals, underlying federally owned as well as private land surfaces, are either already in deficient supply or will probably be exhausted within a generation or two. We know that a successful quest for substitutes and for improved processes for their more complete utilization will partly depend upon the quality of research and basic data collection which only the Federal Government is able to perform.

Under conflicting laws, rival Federal agencies compete for taxpayer money in what often appear to be premature and unsound river development projects, dupli-

cating each other's surveys and bidding against each other for local support at national expense. Yet we know that more complete utilization of our great river resources may give us a perpetual resource for transportation, for basic industrial energy, for irrigated agriculture, and for many other useful social purposes. This can be achieved, however, only if the projects involved are wisely designed for all these purposes, economically constructed, and efficiently operated.

Entirely apart from the danger of another war, our country has reached a point in its development that calls for a new concept of the relation of natural resources to its economy. The time has definitely passed when the natural resources of the continent were so abundant in comparison with the demands upon them that wasteful and extravagant practices, either by private owners or by Government agencies, could be tolerated. To meet the needs of the future and to promote more orderly development and exploitation of the Nation's resources, as well as to guard the heritage of the people, the unification of the responsibilities and services of the Government dealing with such matters seems clearly called for. By this means alone can the lack of coordination, and the present costly competition among Federal agencies, be corrected.

Creation of a Department of Natural Resources was decided upon only after long and careful consideration of various proposals. The committee came to the conclusion that attainment of national objectives in resource conservation and development can best be accomplished by such a department, so organized that its operating services will perform their primary management tasks through decentralized field units. To this department would be transferred the functions of the Bureau of Reclamation, Geological Survey, Fish and Wildlife Service, Bureau of Mines, Oil and Gas Division, Bureau of Land Management, the Forest Service, National Park Service, and related Research activities; the water development functions of the Army Engineers and the Federal Power Commission; appropriate research activities in mineral economics from the Department of Commerce; and incidental land-title functions from other departments.

We have not favored the name, Department of Conservation, for this department partly because to many minds it implies a policy of nonuse. The fundamental purpose of a Department of Natural Resources should be to obtain the most complete and effective use of the waters, minerals, lands, forests, fisheries, and wildlife of the Nation. While some of these resources have suffered from over or wasteful development, others have been denied their proper contribution to national well-being by underdevelopment. A department is urgently called for which will focus its effort, much more than was ever possible in the Department of the Interior, on all its resource programs, so as to obtain the best and fullest resource use for the longest time for the whole Nation. The public will also find it easier to understand the general purpose of a department so named, for the term suggests the general national concern with the resource base for our economy.

The committee expresses no opinion as to the ultimate disposition of the functions of the Department of the Interior relating to Indian affairs, territories, and insular possessions. They possess many aspects of concern to the proposed new department and would not be out of place therein. However, they lie outside the sphere of responsibility assigned to the committee and are not considered essential to the functioning of the new department.

The case for a Department of Natural Resources is strong; in the opinion of the committee, it is decisive. No feasible alternative offers comparable advantages in common purpose, opportunities for coordination of related activities, economy of operation, flexibility, and above all, for clarification of policy. Whether considered from the viewpoint of the best location of activities dealing with the public domain, water development, soils, forest, range, recreation, fish and wildlife, power marketing, or mineral resource functions, a department combining these activities is the most satisfactory plan of organization. Consider each of these activities in turn:

With respect to management of the public domain, the committee is aware of proposals to concentrate all activities dealing with organic resources in the Department of Agriculture. The committee recognizes the relationship of public domain management to agricultural policy. It believes, however, that advantages of combining forest and range, fish and wildlife, park and recreation, mineral, water resource and development functions, more than offset any advantages that might accrue from a combination of all functions relating to animals, trees, and soil im-

provement practices on public and private land in the Department of Agriculture. For one thing, the management of the public domain in all of its many aspects is inextricably bound up with the development of the great river basins in the area where the public domain lies. Moreover, the committee feels strongly that both agriculture as a way of life, and the trusteeship of our great natural resources under special conditions of governmental ownership or control should have separate representation at the top level.

In this connection, the committee feels that it is logical to place Federal responsibility for forests, forage, fish, and wildlife on privately owned lands in the same department that is responsible for the management of these resources on the public domain. This Federal responsibility, exercised largely through cooperation with the States and private owners, is again directed toward the improved protection, management, and utilization of these resources. The land management agencies, in view of their objectives and experience, are in the best position to perform these cooperative functions.

With respect to water resource development functions, the case is somewhat different. It is impossible to find any plan of departmental organization that would bring together all Federal functions closely related to river development. Such a grandiose department would have to include transportation agencies, public health agencies, and the Department of Agriculture, among others. The establishment of a Water Development Service in a Department of Natural Resources is not wholly satisfactory, but on balance it is more satisfactory than the alternatives. A department of water resources or of water and mineral resources would include too little and would leave too much for interdepartmental coordination. A combined department of agriculture and natural resources would have advantages from the standpoint of unification of resource activities, but it would be vulnerable on other grounds, notably its size, and the incongruity of many of its activities. The most inclusive combination of functions that seem feasible is the combination of water resource development and power marketing functions with public domain and forest and range programs and other natural resource development.

With respect to the organic or renewable resources—forests, forage, fish, and wildlife—it is logical to place the Federal responsibility for promoting their wise management on privately owned lands in the same department that is responsible for such management on the public domain. The basic problems on public and private lands are similar, and the agencies engaged in actual land management are obviously in the best position, as a result of their own experience and research, to cooperate with States and private owners in bringing about improved protection and administration of these resources. The commercial fisheries, which involve primarily the oceans and the Great Lakes, are in a somewhat different position, but here again it seems clear that the activities involved in their development and conservation will benefit from association with other natural resource activities.

The national responsibility with respect to mineral resources goes beyond that of stewardship of reserves on the public domain. Most of our mineral resources are on privately owned lands. However, the close relationship of mineral resource development to water and energy resources and the existence of large mineral reserves on the public domain, with the consequent difficulty of separating mineral functions from public domain management, make a Department of Natural Resources the most suitable location for these functions.

Cutting across minerals, water, and even some organic resources is the need for unified attention to the energy resources base of our economy. There is at present no department assigned to watch out for the consistent conservation and development of water power, oil, gas, and coal. No one department is responsible for research and policy investigation and for advising Congress, the President, and the operating agencies on changes in Federal policy required to conserve the more valuable or nonreplaceable energy substances and to increase the availability of the perpetual or more plentiful and cheaper forms of energy. This staff function can be performed best by a Department of Natural Resources.

The case for a Department of Natural Resources is not that it would comprise one definite function or that it would bring together the whole set of related activities. Given the nature of the resources, no such neat arrangement is possible. The management of the public domain in general and the development of water resources are necessarily multiple-purpose operations. They defy any traditional functional

classification. The public domain is concentrated in an area of the country in which water is scarce, and in which therefore water development looms as a major problem. There is also a heavy concentration of forest, range, and mineral resources in this area. Consequently, it seems the part of common sense to take advantage of these relationships and to put these functions in one department. Such a department could be organized into a relatively small number of agencies carefully tied together and—of the greatest importance for resource development—heavily decentralized on a regional or river-basin basis. Problems of coordination with other functional agencies would continually arise, but they would exist no matter what over-all departmental arrangement is provided. The point is that any splitting up of public domain, forest and range, water resource, and mineral resource functions would add more problems of interdepartmental coordination than it would eliminate."

A majority of Mr. Hoover's Commission disagreed with our task force in the matter of a Department of Natural Resources and said:

It has been recommended by some of our task forces that the Department of the Interior be abolished and replaced by a new department. The Interior Department is a century old in a national life and has served in many of these fields. Aside from sentiment, the cost of merely changing its name would be considerable. The laws and authorizations under which it acts would require much disentanglement. And there is conflict as to what a new name should be, *i.e.*, "Natural Resources," "Works and Resources," or "Public Works." Altogether it seems to the Commission that a reorganization of the present Department would be preferable.

There was filed a dissent to this part of the Commission's report, and signing for the minority were Vice Chairman Dean Acheson and Commissioners James K. Pollock and James H. Rowe, Jr. It was made known that Commissioner James Forrestal also favored the views of this group but due to his position as Secretary of National Defense he felt some reluctance at attaching his signature to the dissent by reason of the treatment recommended for the Army Corp of Engineers. I deem it appropriate to quote here somewhat extensively from the said dissent:

We propose a single agency whose "major purpose" is the conservation, development, and use of our natural resources. This unification can be achieved on the national level—a Department of Natural Resources—or on the regional level with the regional authorities for river basins, such as the Tennessee Valley Authority.

There are many advantages to the national approach. There are disadvantages too. This is true of the regional authority. A combination of the two is practicable.

We are convinced in any event that if a single department comprising all natural resource activities is not soon created several regional authorities will become inevitable. Such a national department has been recommended time and again but, as our task force on Natural Resources has said, this reform has proceeded "at a geologic pace."

In any case we propose also a review agency in the President's Office which would cover not only water development but the major fields of natural resources development (and possibly also all public works projects, if overall review is deemed necessary). Such an organization should be closely related to, but not a part of, the budget process and the work of the Economic Adviser to the President. The principal point is that there be an authoritative review group to evaluate region-wide and national plans for presidential approval and to receive and assimilate the views of all departments and agencies concerned with such plans.

The proposed Board of Review would coordinate the programs of the Department of Natural Resources and those of the new regional authorities—if any—with each other and with other interested Government agencies such as Agriculture and the National Military Establishment.

The Congress, more than 50 years ago, provided that certain public lands and their surface and subsurface resources should remain in public ownership as a trust to insure that these resources would be conserved and developed so as to yield their bounty for the well-being of future as well as present generations. Under the Land

Act of 1891 the great forest reserves of the West were set up to protect the watersheds and precious water supplies of the western part of the United States and to conserve their timber, grazing, mineral, and other resources. As the years went by, other parts of the public land management were worked out until by 1934 all productive parts of the public lands were under well-defined public management policies.

In the first decade of this century, as a result of a then existing political situation involving the colorful character of a great conservationist, Gifford Pinchot, the management of the public lands was split between the Departments of Agriculture and the Interior. The split unfortunately still exists—the ephemeral reasons which dictated it have long since disappeared into history.

In the meantime public ownership of other vital natural resources was written into legislation. The year 1920 saw the enactment of the Federal Power Act and the Mineral Leasing Act. These statutes provided that the hydroelectric power resources of rivers and certain mineral resources could be leased for private development and exploitation subject to conditions laid down by the Government. Thus, there evolved the basic national policy of Federal stewardship of the public land, mineral, and water resources in the interest of the best development and use designed to give succeeding generations a sound resources base for their economy.

But the Government's role in resources development is more than just a passive one of ownership and leasing. The public lands themselves are under active improvement and management by the Federal Government so that renewable resources such as forage, timber, water supply, and fish and wildlife are in balanced use. Likewise, programs are under way to find new sources and better uses for mineral resources. None of these programs has any justification except as part of our entire economy. Conservation is not an end in itself. Conservation is the basis of better use.

Another aspect of the public-lands administration which should be underscored is that *it is a multiple-use management job.*

The use of the lands resources must be balanced. The kind of cover which is preserved and developed on the public lands decides how much can be used for wildlife conservation as against forage, for example. Similarly timber growth and other cover need to be balanced. Mineral exploitation must be regulated in the interest of the other uses of the public lands including recreation.

And all these uses have a direct bearing on the kind and volume of water and water flow—a matter which is especially critical in the western part of the United States where are located 90 *percent of the lands in national forests* and almost all of the lands now under the jurisdiction of the Department of the Interior.

The public lands and the water resources of the Nation have all been tied together by nature and the march of technology into a multiple-purpose resource development program. Only the Government insists on treating them separately. Since the beginning of the ninetennth century the Federal Government has been improving the waterways for navigation through the Army Corps of Engineers. In 1902 the Government embarked on a reclamation program to put some of the scarce and precious water of the west on arid lands to make them suitable for cultivation and human habitation. By the time the Federal Power Act of 1920 was enacted, the Government itself had been engaged in active development of the water resources of the Nation, although largely on a single-purpose basis.

By the late twenties, a new concept of multiple-purpose development had found its way into Federal practice: Hoover Dam led the way in the western areas, and the Army's "308" reports prepared the way for the Tennessee Valley project. In the decade of 1928–38 the water resources activities underwent a radical transformation. The Federal Government had already assumed responsibility for huge flood-control projects. Progress in river engineering made an engineering reality of the policy embodied in the Federal Power Act of 1920 to the effect that all the multiple-purpose potential of river development be taken into account in such developments. River developments became multiple-purpose in nature taking into account the balanced development of navigation, flood control, irrigation, power, fish and wildlife conservation, recreation, pollution abatement, salinity control, and others. Land-conservation uses and water on the land were recognized as an integral part of river development.

With the Tennessee Valley Authority, there was created an administrative mechanism to tie together the multiple-purpose development and use of land and water

resources and to gear this entire program into the economic development of the region. In the Pacific Northwest a partial integrating step was taken with the creation of the Bonneville Power Administration to market power from an Army Corps of Engineers dam and a Bureau of Reclamation dam. Seven years later in the Flood Control Act of 1944, responsibility for the marketing of all power produced by Corps of Engineers and Bureau of Reclamation dams was in effect placed in the Secretary of the Interior.

Yet today we are still handicapped, except in the Tennessee Valley, by a splintering of land and water resources functions. The public land management functions are split between two departments largely on the basis of an ancient feud centering around an able and earnest conservationist who labeled one department as conservation-minded and another as dominated by despoilers. Water resources development is split primarily between the Army Corps of Engineers and the Bureau of Reclamation. And the Federal Power Commission has certain functions with respect to river development and Federal power development which should be redistributed.

The Commission's proposal to separate public lands management from water resources development by placing all lands in the Department of Agriculture violates the need for unified treatment of land, mineral, and water resources. It neglects the "major purpose" of public resource management and development in the interest of the general economy.

The proposal is based on an inadequate consideration of the function of the Department of Agriculture. It is a "farm" Department, a department for farmers.

Perhaps you would be interested to know something of our thinking which led up to our recommendation in that the Forest Device and the public domain be combined in one Forest and Range Service as a part of the proposed Department of Natural Resources. In the first place, we viewed the Department of Agriculture, which now houses the Forest Service, as more or less a service division of the government. That is, it performs services for certain categories of our population. We look upon it as being tied very largely into services to the farmers on privately held lands.

We had in mind that a Department of Natural Resources would be more in the nature of a management agency. It would, in a sense, manage, if you please, those resources owned by the people of the country, and the national forests are one of those resources.

If you were to examine the 1949 appropriations to the Forest Service, you would note that somewhat more than five-sixths of the monies were allocated for expenditure upon the national forests and upon roads and trails within those forests. The balance is expended in cooperative moves of one kind and another on projects partly having to do with privately owned lands.

Much has been said by certain advocates who maintain that Forest Service should remain in the Department of Agriculture to the effect that trees are growing crops, and that for this reason, the Service properly belongs in Agriculture. It is asserted that a fairly substantial percentage of the commercial timber in the United States is on farms, which is true, of course, but how many farmers look upon the trees on their places as anything other than a nuisance or as a source of wood for fuel? Most of our farmers are interested in crops which produce from year to year, and something which requires anywhere from forty

to seventy-five years to mature is not a crop to which most farmers would give anything other than passing consideration. I think the fact that such a small part of the appropriation to the Forest Service is used for cooperation with the farmers proves the point that the Forest Service is actually a division of government almost wholly dealing with a nationally owned natural resource.

Accordingly, it was our belief that if we were going to recommend a Department of Natural Resources, the department should have included in it all of the major resources. We were unanimous in our feeling that the grazing lands of the public domain should be combined with the national forests, and to have these two major resources outside such a department as we envisioned would be highly inconsistent, as I think you will agree.

The Commission, however, after lengthy debate, discarded, as I have stated heretofore, our proposal for a Department of Natural Resources, and recommended that the combined agency which would manage the national forests and the grazing lands of the public domain be housed in the Department of Agriculture.

I hope you realize that our task force took seriously the work assigned to us, and the fact that you have devoted this program to a discussion of our natural resources indicates that you, too, view the problem seriously. We believe the very logic of circumstances points to the justification of a Department of Natural Resources in our government at cabinet level; if you agree I hope you will make it known and keep hammering until, between us, we get the job done.

Water Resources and The Nation's Health

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IT IS my purpose to outline briefly the relationships between water as a basic natural resource and health as a fundamental objective of society. I hope to point out the complexity of the problem, review some of the record of achievement, and discuss a few of the plans that are being made to conserve and improve our water resources. In the bargain, I will try also to give you a public health point of view on the subject.

Complexity of the Problem. Water is without doubt the most important single natural resource upon which Man depends for his existence. Arranging for its proper use presents problems of tremendous complexity. There is no need to ruminate on the fundamental role it plays in life processes. It is worthwhile, though, to note that water may be a vehicle of infection; that agriculture and the industrial machine are dependent on abundant supplies of water; that entire industries have been built up to harvest and distribute edible marine products;

that inland navigation is a major factor in regional and national economy; that recreational uses of natural water courses are not only big business but important to the mental and physical health of millions of Americans; that water is a primary source of power; that lack of planning for the proper use of watershed areas has resulted in the loss of valuable soils through erosion, in the destruction of crops, and in tremendous economic loss due to floods; that urbanization is dependent on availability of abundant supplies of potable water; and, finally, that natural water courses are the only feasible sites for the disposal of the liquid wastes from communities and industries.

You may ask why a sanitary engineer recites this list of water uses and problems. The answer is clear; there are numerous health implications in the items mentioned. For instance, the harnessing of hydraulic energy in the Tennessee and Columbia and many other river valleys has obviously bettered the standard of living of hundreds of thousands of families, and their health has been measurably improved. Again, the irrigation of previously arid lands has not only raised the standard of living of thousands of farm families, but has also wrought a significant improvement in the diet of millions of city dwellers. Further, the control of flood waters in many river basins has decreased soil erosion, thereby preserving important grasslands threatened with destruction, and also has prevented the flooding of homes which previously have suffered periodically from hazards to life and limb. In addition, the recreational use of clean lakes and streams as well as salvaged bottom lands offers release from the mental turmoil of modern community life. These are but a few of the positive health aspects of local or regional activities to utilize effectively our water resources.

It cannot be overemphasized that the health significance of water use programs goes far beyond physical or bacteriological or chemical standards for drinking water quality. In a sense health considerations are ubiquitous in every water use program. Those who are concerned with planning and developing controls for water resources must constantly be aware of all health implications of their work.

Recognition of this point, however, does not preclude serious consideration of water use activities which produce direct or indirect health hazards. The classic example, of course, is the use of natural water courses as receiving bodies for untreated sewage and industrial wastes.

Man in his proclivity for urbanization throughout the history of modern civilization has continued to despoil the waters of the earth with the result that serious obstacles have been put in the path of community growth and development. We all are aware of the bounty which is put on water by peoples of arid regions. We do not so readily recognize that continued pollution of once clean and quantitatively abundant sources may result in acute shortages of potable water in areas where lack of water hitherto has been no problem.

Urban Water Requirements. The waterworks industry in the United States is large. There are now more than 14,000 public water supply systems in the country which provide about 8 billion gallons of water daily to about 85 million people. It is not uncommon for large cities to use the equivalent flow of a sizeable river. The excellent quality of this water is a tribute to our waterworks operators.

The remaining third of our population obtains its water from individual wells and untreated sources, and it has recently been estimated that 6 to 7 million rural families need either new or improved water supplies.

In the more densely populated areas of the East and Middle West, two major developments are complicating the problem of maintaining good public water supplies. These are: (1) a progressive depletion of ground water supplies as a result of overdrafts in underground reserves, and (2) a marked increase in pollution of surface sources of water by sewage and industrial wastes. Meanwhile, our needs for clean water are increasing, because of industrial growth and more lavish domestic use of water.

Lowering of the water table in some coastal areas had resulted in salt water infiltration of the ground water thereby impairing it for domestic and some industrial uses. In other parts of the country ground water depletion has proceeded at such an alarming rate as to create a threat in some localities of complete exhaustion of community supplies. Recharging of sub-surface water courses has become common practice in many areas.

In many instances, raw water pollution has necessitated extension and elaboration of existing water purification facilities. In some areas, treatment alone is insufficient to cope with the problem. Boston, New York, San Francisco, Los Angeles and Tulsa, among a number of large cities, have had to reach out at great expense to distant and essentially uninhabited watersheds.

While the need for water continues with the increase in population and industry, its absolute quantity remains the same, and in fact, in terms of usable water, is actually getting less. Unless the trend to more extensive pollution is reversed, our drinking water, which is now *almost as free as the air*, will in the not too distant future command a premium.

Availability of water is one of the principal considerations in the location of industry where it is used directly as a commodity as well as in processing. Quality as well as quantity is important.

The steadily growing canning industry, for example, could not exist without water. Three gallons of processing water are wasted in packing a #2 can of asparagus; a gallon for a can of corn or peas; 5 gallons per can of spinach; and as much as 10 gallons for a can of lima beans.

The production of pulp and paper involves the use and wastage of tremendous quantities of water. To produce one ton of soda pulp,

85,000 gallons of water are needed; for one ton of paper, from 40,000 to 50,000 gallons.

In cotton textile production, water is needed in every step. For 1,000 pounds of goods, 60 gallons of water are needed for sizing, 1,100 for desizing, from 1,700 to 3,400 for kiering and scouring, 1,200 for bleaching and 30,000 for mercerizing. The cotton material is yet to be dyed, which, depending on the particular process used, requires another 5,000 to 20,000 gallons of water per thousand pounds of cloth. In total, 45,000 to 50,000 gallons of water are used in producing a half ton of dyed cotton cloth.

One more example: an average of 770 gallons of water is used for every 42-gallon barrel of crude oil refined in the United States.

These water consumption figures are tremendous in comparison with the average domestic use of some 50 gallons per capita per day.

It sometimes is forgotten that the used water always produces liquid wastes. Untreated wastes produced by modern industry when discharged in large quantities play havoc with streams. In addition, they often overburden existing sewage treatment plants.

An example of one of the results of improper wastes disposal will illustrate its indirect health significance. The causes of tastes and odors in water are complex, but often are related to chemical wastes. Otherwise safe but poor tasting or malodorous public water supplies may be so unpalatable that citizens will turn to esthetically satisfactory but potentially unsafe springs and wells for their drinking water.

Water-Borne Disease. One of the singular achievements in public health history has been the development and successful use of methods for the purification of contaminated waters. Fifty years ago water-borne typhoid fever, dysentery, and diarrhea and enteritis annually claimed a tremendous toll of human life and caused a much greater amount of disabling illness and suffering. Records of the time indicate that stream pollution was already serious. Yet in the intervening years, and despite a significant increase in the total amount of pollution from domestic sewage and industrial wastes, the health hazard of contaminated waters has been reduced decisively by the introduction of chlorination, the extension of filtration, and the general improvement in water plant operation. The waterworks profession in particular is to be commended for the excellent job it has done in establishing barriers against water-borne disease, particularly in those communities which must obtain water from seriously polluted streams. Nevertheless, contaminated waters continue to be a source of explosive outbreaks of gastroenteritis. Furthermore, additional research is needed to determine the role that water plays as a vehicle for the spread of diseases other than those mentioned, the need being especially acute in regard to virus infections. There is also a lack of precise knowledge concerning the health significance of many chemical elements found in water. Sanitary en-

gineers and others familiar with the problem are convinced that reliance solely upon water treatment for the prevention of water-borne disease is not only unwise, but potentially hazardous.

Management of Water Resources and the Creation of Health Hazards. Water-borne enteric disease is not the only health hazard associated with water use. An example of the intertwining of water conservation efforts and the creation of potential health hazards is to be found in the development of malaria mosquito breeding sites in impounding reservoirs. The success of the Tennessee Valley Authority in controlling—indeed, in practically eradicating—malaria in its sphere of operations is a classic example of the value of careful planning. If history had been permitted to repeat itself, the incidence of malaria along the banks of the Tennessee River and its tributaries would have skyrocketed during the late thirties and the present decade. Instead, the carrying out of well-conceived plans to control mosquito breeding in the basin has resulted in a dramatic decrease in the malaria morbidity rate among residents of the valley.

As the population of the United States has increased, and the Nation has assumed a larger role in world affairs, we have turned to an increasing extent to the irrigation of previously arid regions. Such reclamation activities have positive health significance, but health problems also may be created by irrigation projects. An illustration of the health hazards that may result from such projects is to be found in the increase in reported malaria during the 1930's among residents of farms proximate to new irrigation ditches in central California. Malaria literally accompanied the waters which transposed once arid lands into fertile fields. Subsequently steps were taken to control the mosquito vectors. It is now common to develop mosquito abatement measures in connection with irrigation projects.

In some irrigated areas enteric disease has been a local problem. Farm workers, not realizing the hazards involved, have drunk from polluted irrigation ditches with dire results. There has been a hint also that improper control of irrigation waters used on truck farms has resulted in the serious and potentially hazardous contamination of leafy and other vegetables eaten raw. The large volume of interstate traffic in such foodstuffs takes this problem out of the realm of a purely local issue.

These illustrations point up to a principle: improvements in water uses, unless carefully planned, may be accompanied by newly created health hazards.

Stream sanitation programs throughout the United States are planned to make the most effective possible use of available flows. In the comprehensive program now being developed jointly by the Public Health Service and State water pollution control authorities, streams will be studied to determine their most reasonable primary use. In

this connection, it is a pleasure to record the close cooperation which exists between the Service, the Corps of Engineers, the Bureau of Reclamation, and the States. In many watersheds where major flood control projects are underway, the Public Health Service has been asked to make recommendations as to minimum flows necessary to prevent the creation of nuisances and health hazards. Planning for prevention is in accord with the highest ideals of health workers, and such joint planning will be effective in promoting the health of millions of Americans in years to come.

Accomplishments and Ambitions. It would be unrealistic to describe the unsolved and complex water resources problems of the United States without noting at the same time some of the achievements in meeting them. From the public health standpoint, a new chapter in the history of accomplishment has been written by the men and women who have planned and developed the great Tennessee River valley. The harnessing of the energies of that stream has been accompanied by a rise in the standard of living for residents of the valley, an improvement in their general health indices, and the control of serious potential health hazards. Whenever and wherever Americans in the future attempt a coordinated effort to develop a river basin, they will do well to be guided by the record of accomplishment of the Tennessee Valley Authority.

Even now there are several Federal and State agencies planning the development of the Missouri River basin. In that great enterprise there is active collaboration of the technicians and administrators and citizens involved.

The pattern of growth of the United States during the past century has wrought fundamental changes in the water resources picture. When water demands were small, so too were the problems of liquid wastes disposal. Natural processes in the streams and coastal waters were adequate to stabilize the sewage and industrial wastes deposited in them. The situation has changed. Modern industrial and domestic water requirements are proportionately many times greater than the growth of population would indicate. The development of new industries which utilize vast quantities of water and discharge tremendous amounts of organic and inorganic wastes; and the greatly increased density of population in a relatively small number of places—the same localities by and large in which industry is concentrated—have resulted in the compounding of stream sanitation problems. No longer can we depend on streams to recover by themselves from the embarrassment thrust upon them by uncontrolled dumping of liquid wastes. Man, who has created these problems, now must work for their solution.

An important step in this direction was taken with the enactment of the Water Pollution Control Act of 1948 (P.L. 845, 80th Congress) which authorizes the Public Health Service and the Federal Works Agency, together with the States, to develop a nationwide program for

the abatement of stream pollution. The language of the law is clearcut: ". . . it is hereby declared to be the policy of Congress to recognize, preserve, and protect the primary responsibilities and rights of the States in controlling water pollution, to support and aid technical research to devise and perfect methods of treatment of industrial wastes which are not susceptible to known effective methods of treatment, and to provide Federal technical services to State and interstate agencies and to industries, and financial aid to State and interstate agencies and municipalities in the formulation and execution of their stream pollution abatement programs." From a planning standpoint, and from the point of view of the health official, this legislation represents an important milestone in the national effort to conserve our water resources.

Pending the appropriation of funds to support this work, the regular staffs of the Public Health Service and the Federal Works Agency have been drafting rules and regulations for the program. Comprehensive plans for river basin work are being developed jointly by the Public Health Service and the several State water pollution authorities. The stage is being set for the start of this significant program.

During the past half-century progress has been made in solving many of the technical problems in water pollution control. Research in this field is going ahead at an increasing tempo. The research of the Public Health Service itself is indicative of the range of scientific interests in the health aspects of our water resources. At the Environmental Health Center in Cincinnati, work is being done on the biology and chemistry of sewage and industrial waste treatment, and, recently, important progress has been made there relative to the treatment of wastes containing radioactive materials. At Woods Hole on Cape Cod, the Service is engaged in a long-term study of the effects of pollutants on waters in which shellfish are grown. Epidemiological studies have been in progress in the lower Lake Michigan area to determine what relationships exist between the health of bathers and the quality of the water in which they swim. These are but a few of the investigations on water now being pursued by the Public Health Service. In scores of other laboratories, at universities and industrial establishments, there are significant research projects in the same field. Technical knowledge relative to water pollution is rapidly expanding.

Conclusion. In the years ahead, this country will be confronted with increasingly difficult problems in the conservation and use of water. It is imperative that all interests—and that means everybody—be brought into the planning process; that standards be set for legitimate uses of all major water courses; and that we develop a realistic and effective program to conserve water, our greatest single natural resource.

Planning for the conservation and proper use of water resources is not and cannot be the sole responsibility of a single professional or administrative group. The competencies and the interests involved are

varied. Water conservation projects are not designed for irrigation alone, for wildlife protection, nor for flood control, nor only for the abatement of stream pollution. Rather, they are multi-purpose jobs. We in public health are sure that every water conservation program has health implications, and we are anxious to participate in the planning and carrying out of such activities.

It has been our experience that professional planning and action without citizen participation tends to be not only naive but sterile. Water is such a precious natural resource that we all must work together —citizens and professionals alike—to conserve it and plan for its best use. In our ambition to improve the Nation's health, we have a responsibility to work together. Water conservation projects give us that opportunity.

The Truth About Our Natural Resources

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IT IS time to rescue from its despoilers "the land which the Lord, thy God, giveth thee."

It is time to terminate the rule-by-lobby billion-dollar pork barrels for submerging every river valley, no matter how fertile, in the name of flood control. It is time to limit reclamation to projects which can show an economic justification and to make sure that they do not destroy park and scenic values which can never be replaced. It is time to declare, once and for all, that our national parks are so valuable to the people of the United States that Congress must not authorize encroachments.

It is time to create a Department of Natural Resources.

The most important goal of the American Planning and Civic Association is to slow down the rate of depletion by which our once abundant natural resources have been dissipated. Assaults on resources come from many directions and the confusion has been worse confounded by reason of the fact that the Federal conservation agencies now are administered in three major departments and one independent commission. Not one of the agencies knows much about what the others are doing. There is duplication of surveys and bidding of the different agencies against each other for popular projects, with little regard for overall conservation policy. If we do not find a way to conserve our natural resources in a program based on efficiency and economy, our United States may become a "Have Not" Nation, with all of the sacrifice in prestige and standards of living which that implies. The maintenance of capital resources is essential in any sound economy.

But our natural resources cannot be protected if we permit local

business leaders and politicians to join with entrenched Federal agencies in Washington to persuade Congress to appropriate Federal funds for long lists of unrelated, unneeded, or positively destructive, projects, uncoordinated with each other and in no way a part of any comprehensive program. The Rivers and Harbors pork barrel, which flourishes even in times of avowed economy, has long been the subject of cartoons and editorials; but few local leaders will oppose *development projects which promise construction cash* to their own communities. They fail to count the cost of the destruction of existing capital values and the undesirable and uneconomic results which frequently are involved in operation.

And so we have expensive flood control and navigation projects, unrelated, and sometimes destructive, to other water uses and we have reclamation projects to reclaim lands for agriculture at fabulous acreage costs, all combined with magic power development which is supposed to pay all or part of the operation costs to make the projects *seem* economically feasible. And then, with vast quantities of power available, the communities go all out for attracting big industries. The *busy-work programs* of some of the Federal agencies, combined with these *local bigger and better campaigns*, have accounted for the unwise expenditure of millions of dollars, and for uncounted sacrifice of natural resources.

Reclamation projects are theoretically supposed to pay for themselves, but if a sufficient proportion of the costs can be charged outright against Federal funds, and the income from power can be counted, the capital investment charged to reclamation users can be brought to a point where the estimated revenues promise to amortize reclamation costs. The temptation thus to develop flood control and power in these multiple-use programs becomes irresistible.

The history of the proposed power on the Potomac discloses proposals for flood control and power which would have affected adversely many miles of river shorelands. Between historic Harpers Ferry and Washington, there would have been a series of reservoirs, one lying at the very base of the famous Great Falls. The American Planning and Civic Association, with other conservation organizations, successfully resisted in the 20's and again in the 40's proposals which would have resulted in the destruction of ancient agricultural, scenic and recreational values and which, as a result of power development, would have brought into the Federal City a vast amount of heavy industry entirely incompatible with the monumental development of the Nation's Capital. Fortunately, the Corps of Engineers in 1945 made an adverse report on the entire project, so that it seems unlikely that these proposals can be successfully revived in this generation.

The basic remedy lies, we believe, in the creation of a Department of Natural Resources, which will bring together in a single department,

the administration of all the Federally owned and controlled water, land and mineral resources of the country. In 1948, the American Planning and Civic Association submitted to the Task Force on Natural Resources of the Commission on Organization of the Executive Branch of the Government a brief making this recommendation. The Task Force, under the able Chairmanship of Hon. Leslie Miller, former Governor of Wyoming, issued its excellent report in January, 1949. On January 28, 1949, the Board of the American Planning and Civic Association approved the proposal for a Department of Natural Resources and on March 27, 1949, the Members of the Association, at this Conference, confirmed the action of the Board. The Association welcomes the plan for a Federal Department of Natural Resources, with a proposed Review Board to reconcile conflicting claims of bureaus and establish stable conservation policies. The Association also approves of the proposed regional offices, set up by watershed areas where feasible, to provide "grass roots" decisions.

Out of this reform should come that balanced water program which has been advocated by the American Planning and Civic Association for thirty years against counter-claims, including opinions of quondam solicitors of the Department of the Interior that scenic and recreational uses of water are no use at all and not to be considered as among the "public beneficial uses" prescribed under the Federal Power Act.

Following the conflicting recommendations of the Task Forces on Agricultural Activities, Natural Resources and Public Works, the Hoover Commission was divided in opinion. The majority report recommended a continued Department of the Interior predominantly made up of public works but, including, incongruously enough, the National Parks and Wildlife and Game Fishing. Certain sub-soil resources were included in Interior, but, except for National Parks, most land resources, including all grazing lands and forests, were assigned to Agriculture. Water resources, involving power, reclamation and flood control works would be placed in Interior.

The Minority Report, signed by Hon. Dean Acheson, Vice Chairman of the Commission, and Messrs. Pollock and Rowe, completely upheld the recommendations of the Task Force on Natural Resources on the ground that land, water and mineral resources should be handled under an integrated program in a single department. The American Planning and Civic Association considers the establishment of a Department of Natural Resources its principal current goal and hopes that other conservation organizations will shoot for the same target.

National Parks, for more than forty years, have been a major concern of the Association. Even in economy budgets, we believe that the Federal Government has a clear responsibility to maintain its estate without deterioration to serve the people. National Park appropriations fall far below an amount needed to protect the plant and provide

for the increasing millions of people who visit their parks. Appropriations should be increased and privately owned lands within National Park boundaries should be acquired.

Threats to National Parks through ill-advised water programs are perennial. Some of these demands would be eliminated if the general policies set forth above could be adopted. The current crop of demands includes the proposed Glacier View dam which would back water up into Glacier National Park. The Association filed a brief with the Board of Engineers for Rivers and Harbors and its Washington and Oregon chairmen filed statements of protest at the Seattle and Portland hearings on the Columbia basin proposals. The recommendations for the entire river were definite but on Glacier View the recommendation was tentative conditional on the approval of the Secretary of the Interior. Fortunately, the Secretary of the Interior opposed the project. Subsequently the Secretary of the Interior and the Secretary of the Army agreed to postpone the Glacier View and Paradise projects until further studies for alternate sites could be made. However, the statement referred to Glacier View as the most economical proposal. Such economy can be claimed only when important park values are ignored and appropriated without estimate of cost. The conservation organizations have already presented a solid front against this encroachment on Glacier National Park.

National Parks and National Forests and Range Lands have been subject to intensive drives for increased grazing privileges and for transfer, when desired for timber cutting and grazing, to the States. The American Planning and Civic Association, together with other conservation groups, has opposed these transfers and has maintained that the creation of National Parks and Monuments is a function of the Federal Government for the benefit of all the people, not to be unduly influenced by local considerations.

National Parks and Monuments are exempt by law from the jurisdiction of the Federal Power Commission. Secretary Krug has instructed the Reclamation Service not to enter National Parks and Monuments to make surveys. But this policy could be reversed by succeeding Secretaries and should be enacted into law. Flood control works, likewise, should be banned by law from National Parks and Monuments and from Wilderness Areas in the National Forests. If these areas were protected by law we would not need to fear the filings of the City of Los Angeles for dams in the heart of the Kings Canyon National Park—Copper Creek, lovely Paradise Valley, and Simpson Meadows; though we would still have the problem of saving Cedar Grove, outside, but at the picturesque entrance to the Kings Canyon National Park, and Tehipite, one of the most beautiful yosemites in the Sierra.

There are many other threats to National Parks and National Forests. There are those who would overgraze both. The range lands

now in the Department of the Interior, were neglected for so many years that they need special protection from local demands. The U.S. Forest Service needs support to maintain its policy of limiting grazing to preserve the native cover. In due time all grazing should be eliminated from National Parks.

The fight to maintain the integrity of the Jackson Hole National Monument against the demands of the stockmen and the Olympic National Park against the demands for saw timber has been long and bitter, but there is evidence of an increasingly vocal opinion to protect our National Parks and Monuments from commercial and inappropriate uses.

In the East we have joined with other groups to defeat the Panther Mountain Dam in the Adirondacks Park and we have opposed the destruction of Lake Solitude in the Cloud Peak Wilderness of the Big Horn National Forest, Wyoming. These attacks are but symptoms of the same disease. If we could establish in law the general principles here set forth we could more easily ward off such recurring attacks.

During the years successive Secretaries of the Interior have stood firm against the aggressors. We can still recall Judge John Barton Payne who in Congressional hearings routed the would-be despoilers of Yellowstone National Park. Secretaries Work, Wilbur and Ickes all defended the parks and we owe to Secretary Ickes the acquisition of at least two major parks. And it was Secretary Krug who issued the order barring the Reclamation Service from National Park areas and it was he who signed the agreement with the Secretary of the Army delaying action on Glacier Point reservoir.

With a Department of Natural Resources, headed, as we would always hope, by an acknowledged believer in conservation, and serviced with a Board of Review and adequate regional offices, it is our belief that we might at last see a coordinated program for land and water uses put into effect. Then we might hope that in the United States lands and waters under Federal control would be assigned to their highest use. The flood control, reclamation and power would be developed on a rational basis without sacrifice of irreplaceable scenic and inspirational areas.

By all means, let us have a Department of Natural Resources.

NOTE.—The gist of this address was given by Mr. Wallace at the Oklahoma City Conference and adapted later to a symposium at the Izaak Walton League at its Denver meeting, June 23–25, 1949.

What Will Happen to Our Cities and Towns If Top Soil Erosion is Not Checked

LOUIS BROMFIELD, Author and Farmer, Malabar, Lucas, Ohio

IF WE were to continue in the next hundred years to contribute our top soil to the wasteful silting of our rivers as we have during the past century, it is a foregone conclusion that the population of our cities would deteriorate and our civilization would be on the down grade.

So much of our soil has washed away and so much of the fertility of our farmlands has disappeared during the three hundred odd years since Europeans first established farms in the wilderness of America that we would indeed be fortunate if we could restore to their virgin state the farms now under cultivation in the United States. But, in many instances, I have convinced myself by demonstration that, not only can the land be restored but that we can at Malabar, with the scientific knowledge available today, within a comparatively short time and at reasonable expense, give lands better and more productive soil than they ever possessed in their virgin state.

Probably we have learned more about the workings of agriculture during the past generation than in all the history of the world, but it is probable that we still know only about five or ten percent of what there is to know. The question of rapidly increasing population is certainly a grave menace, but, on the other hand, the optimum productive capacity of the agricultural lands of the world has by no means been realized. We can raise infinitely greater quantities of food on the land now under cultivation and we can raise food of much higher quality and concentrated nutritional value at the same time.

I believe it conservative to say that under a genuinely good agriculture we could in this country provide food at existing dietary levels for three times our present population on the land now under cultivation.

We have had on the whole a consistently wretched and wasteful agriculture since the first settler broke up the soil, and American agriculture today still remains largely in that category. Not ten percent of our farmers could properly be called good farmers.

Unless we build up our soils, cut our costs of production and increase our food yields we shall face higher taxes and lower living standards with consequent poorer health and vigor and intellect. That is the path of declining nations and civilizations.

Our Federal City—A National Asset

MAJOR GENERAL U. S. GRANT, 3rd, President,
American Planning and Civic Association, Washington, D. C.

THREE centuries ago Sir Henry Wotton wrote:

"Sound building hath three elements—
Firmness, Commodity and Delight."

Sound city planning has as its purpose the attainment of these three elements in our cities' development.

As you must know that every American has two cities to which he owes allegiance; his home town and the Nation's Capital. I would have you mindful that in establishing the seat of your Federal Government in Washington, substantial sums of the taxes you pay have been and are being invested there. Moreover, you elect its City Council (The Congress of the U. S. A.) and its Chief Executive. We who live there have no vote for either. So you see your own selfish interests should impel you to know what is done there and to see that it is done right.

Now when President George Washington was entrusted with the duty of locating and preparing the seat for the new Federal Government, he wanted it to have the three elements of sound building, "Firmness, Commodity and Delight," so he had it planned that way. Major Charles Pierre L'Enfant, the French engineer selected to make the plan, made one of virtues which have had to be recognized by succeeding generations. So you have a National Capital, which was well planned from the beginning.

But, of course, the plan for a city of 100,000 inhabitants covered only part of the Federal District. During the 19th Century, the principles of the plan and the plan itself were forgotten, while the population was surging over its boundaries helter-skelter. The congestion during and after the Civil War brought about much good building, and the sprawling town at last became a city.

The Centennial Celebration called nation-wide attention to it, and resulted in the great Macmillan Commission of 1901, which with its report on public buildings and parks inspired many to aspire to a worthy capital for the Nation, one which would adequately meet the new needs of that day. But like so many good plans, the 1901 plans remained dormant on the shelf for a quarter of a century except two or three projects carried out by the Federal Government itself.

So in 1924–26, in response to a nation-wide demand and the pressing needs arising from World War I, a permanent Park and Planning Commission was established. The comprehensive plan, not for the District of Columbia alone, but also for the rapidly growing suburban areas,

was presented to Congress in March, 1928, and its elements have been adopted successively by legislation passed since then.

The late World War again increased the population and has created new problems. It was evident when I returned to duty with the Commission in 1942 that there would be urgent need immediately upon conclusion of the war for a thorough revision of the plan, to include all modifications made individually during the decade and a half that had elapsed since the Commission's last report. President Roosevelt directed me to get appropriations for this purpose, but he died before submission of the next estimates and funds were forthcoming. Finally it was possible to include preparation of an up-to-date comprehensive plan in the D. C. Redevelopment Act of 1945 and with the loyal help of some friends of sound planning, part of the funds needed were obtained for the fiscal year 1948. We were fortunate enough to secure the help and advice of Harland Bartholomew Associates for this work.

With the aid of appropriations now pending in Congress, we hope to present our published plan for distribution in 1950. For we intend to celebrate next year the 150th anniversary of the founding of the city. We hope that you will all come to Washington to participate in the celebration and inspect the Plan.

For a fuller account of what we are doing I refer you to the January issue of PLANNING AND CIVIC COMMENT which contains the statement I made before the Joint Committee on the National Capital and the Committee of 100 on the Federal City on January 27, illustrated by graphs, airviews and maps.

I am told that a Danish Architect of international reputation was taken to L'Enfant's tomb in Arlington Cemetery. Gazing at the city L'Enfant had planned, he expressed his admiration, adding, "Nowhere else in the world have the three great architectures of civilization been so happily brought together—the Egyptian in the Washington Monument, the Greek in the Lincoln Memorial, and the Roman in the Capitol."

We hope that when you come to Washington in 1950, you will admit that, despite minor flaws and unsolved parking problems, you have indeed a Capital which combined "Firmness, Commodity and Delight," for your Capital is now a Capital among Capitals in our New World.

The Responsibility of the Federal Government For its Federal City

C. MELVIN SHARPE, Chairman, Committee of 100 on the Federal City of the American Planning and Civic Association, Washington, D. C.

THE GRACE of American citizenship stems from the right to vote for those representatives in Congress who will maintain the rights of freedom and good government ordained by our Federal Constitution. Citizens of the forty-eight States of our Federal Union have that inalienable privilege. But the residents of the District of Columbia do not have this privilege. They are somewhat like many of our native Indians and insane persons, wards of the Nation. They are just *people* who do not have the right of franchise. Yet the Federal Constitution, in irrefutable language, states that Congress is given power:

> To exercise exclusive legislation in all cases whatsoever over such District, not exceeding ten miles square, as may by session of the particular States and acceptance of Congress become the seat of Government of the United States.

Probably not many are conscious of the fact that residents in the District of Columbia, unless they are able to claim citizenship in some State, have no right to vote even for the members of the Congress which legislates for them. It would be an act of simple justice, long overdue, to grant by Constitutional amendment to these unenfranchised citizens of the District the right to vote for representation in Congress and the electoral college.

George Washington always referred to Washington as THE FEDERAL CITY. He conceived of it as the Nation's Capital, located and developed for the purpose of serving as the seat of the Federal Government. Under the legislative guidance of Congress and since 1879 under an administrative Commission appointed by the President, Washington has developed into a World Capital of great beauty.

In Washington, the Federal Government itself is the chief industry. There are now over 200,000 Federal employees. This means that nearly one-half of the population is composed of Federal employees and their families. The other half is composed of members, families and employees of Congress and the Diplomatic Corps and the many businesses needed to serve a regional population developing into its second million. In Washington there are no heavy industries. It can never be expected that the population of the District, which is the core of a now populous region, will become what is known as a balanced electorate in an ordinary commercial city. In education and intelligence, the citizens of the District rate high. Educational facilities are good.

In 1947 an unwise Congress returned to the State of Virginia all that part of the District lying south of the Potomac. This leaves less than 70 square miles, including the broad Potomac River, in the present District. Of this more than 40 percent is owned outright by the Federal

Government, including parks and streets in the old L'Enfant city. About 40 percent of the area is in private tax-paying ownership. The area in Washington devoted to diplomatic, educational and religious purposes is rather larger than in most communities and, of course is not subject to taxation. It must be obvious to all that 40 percent of any area cannot produce enough taxes to carry the other 60 percent, even if that area were not the monumental capital of the United States.

There was a time when Congress recognized its responsibility and enacted a law providing that the Federal Treasury should bear one-half of the expenses of the District Government. Later the proportion was 40 percent from the Federal Treasury and 60 percent from District funds. Then the sum gradually shrank to less than ten percent.

The Federal Government is the principal industry of Washington. In the Nation's Capital the Federal Government pays no taxes on its properties any more than it pays taxes to cities and States on post offices and other Federal buildings located in the several States of the Union. However, in most cities, the area occupied by Federal buildings is comparatively small and industry is the main source of taxable income.

In Washington there is no industrial development, no mills, factories or industrialized manufacturing. It is the Government that takes the place of heavy industry in the Federal City, and outside of the Government, the business of Washington is largely one of stores, shops, necessary utilities, and real estate. If all the people of this great Nation, with *pro patria* as their watchword, desire Washington to be their City Beautiful, firm and serene, to which they may come with pleasure and pride, there is no just way in which the Federal Government may evade its manifest duty to aid in the financial and material maintenance of an adequate National Capital.

I believe that the citizens of the United States have a pride in their Federal City and that when they know the facts they will insist that Congress act for them to ensure the future of their Federal City.

Perhaps, because of the irritations arising from the unsatisfactory situation in which the residents of Washington find themselves, there has grown up some demand for what is called *home rule.* That is the battle cry for many who are seeking a larger degree of home rule from the States for their cities. We sympathize with the principle as applied to the cities and towns throughout the land. But Washington, created solely as the Federal City, is in a different situation. Washington is a Federal responsibility. Moreover, the affairs of the Federal Government are so intertwined with the affairs of the residents, half of whom are directly or indirectly on the Federal payroll, that tested forms of government devised for other communities do not meet the requirements here.

One obvious complication is apparent. Under any home rule plan

heretofore proposed, the elected council would be consistently opposed to the purchase, and consequent removal from the tax rolls, of building sites desired by the Federal Government for the transaction of its business in its own Federal City.

At the risk of over-simplifying a complicated situation, we recommend to all the citizens of the United States, acting through their Congress and ratified by their respective State legislatures, a Constitutional amendment to grant to all qualified residents of the District of Columbia who do not vote elsewhere, the right to select representatives in Congress and the electoral college. These unenfranchised citizens would then no longer be victims of the present taxation without representation. They would be represented in the legislative body which governs them and have a voice in choosing the Chief Executive who appoints their administrative officials.

Pending home rule bills would saddle on the hapless citizens of the District an expensive governmental machine which, under the Constitution, cannot be autonomous, and would place upon the taxpayers of the District a financial burden which in the long run they cannot possibly meet.

If Congress would appropriate adequate funds to the District Government to compensate for Federal property not on the tax rolls and to ensure the continued development of our Federal City on a scale commensurate with the importance of our Nation and the desires of our people, many of the present dissatisfactions would disappear. We could then hope to see the Comprehensive Plan of Washington realized under a responsible financial plan.

IN THE STATES

STATE PLANNING

Round Table on State and County Planning Services

PANEL: Paul E. Middleton, Director Indiana Economic Council, *Chairman;* Carl Berg, Louisville Area Development Association, *Reporter;* S. D. Currier, Bergen County Park Commission; T. D. Davis, Mississippi Agricultural and Industrial Board; Lucille May Grace, State Land Office, Baton Rouge, La.; Cyril McC. Henderson, Director of Planning, Modesto, Calif.; Harold V. Miller, Tennessee State Planning Commission; T. Sedweek, Erie County Planning Board, Buffalo, N. Y.; C. Dwight Wood, Department of Economic Development, Lansing, Michigan.

THE session of State and County Planning Services was called to order by Mr. Paul E. Middleton, Director of the Indiana Economic Council.

Mr. Stuart D. Currier, Executive Director of the Bergen County (New Jersey) Park Commission, explained the services rendered by the Bergen County Planning Board. Located west of the Hudson River across from New York City, the County has a population of approximately 600,000 people living in 70 municipalities. There is no unincorporated area in the County.

The Master Plan for the future development of the County was prepared in 1938. The State law requires that all municipalities file their city plans with the County Planning Board, so that there might be proper coordination of the individual city plans. The County Planning Board offers assistance to the municipalities in the preparation of master plans, zoning ordinances, subdivision regulations, building codes, and sanitation plans and legislation.

All subdivision plans are submitted to the County Planning Board for review prior to final approval by the local municipalities. This procedure has been of great value in coordinating new street dedications with a county-wide street and highway plan. Bergen County has approximately 500 miles of County highways and 76 miles of State highways. There are 35 municipal planning boards in the County, and 69 municipalities have zoning ordinances.

The municipalities may adopt official maps designating existing and new streets and highways, and those proposed to be widened. The Master Plan of the County has no official status, but serves as a guide for the coordinated and orderly development of the County.

Mr. T. D. Davis, Assistant Director of the Mississippi Agricultural and Industrial Board, stated that there has been a great change in the economy of the State, and there is a dire need for proper planning and guidance in the readjustment of employment and in the use of the land.

Mississippi had a State Planning Board during the days of the W.P.A. which collected much data on the State's resources, but it no longer exists. Very few cities have planning commissions.

He stated that the present program of the Mississippi Agricultural and Industrial Board is the result of a desire on the part of the people of the State to experience a better balanced economy by promoting manufacturing and making the State attractive to tourists and vacationers. He further expressed the opinion that the people of Mississippi are beginning to realize the great need of modern techniques and procedures in community development.

Miss Lucille May Grace, Register of the State Land Office of Louisiana, also an ex-officio member of the Louisiana State Park Commission, stated that the Commission is developing 12 parks in the State, which will preserve places of historical background and natural beauty, and will stimulate tourist interest. More adequate appropriations are required to meet the needs of the Commission.

Mr. Cyril McC. Henderson, Director of Planning, Modesto, California, stated that the Modesto metropolitan area has a population of approximately 45,000 persons, of which only 20,000 are within the city proper. Practically all new development is taking place outside of the City. Little is being done to ensure sound development of the rapidly growing areas, which will eventually become a part of the corporate City. Meanwhile, they are very much a part of the economic and physical community. It is really a County problem, but one in which the City is very much concerned.

The California law requires that all counties shall have planning commissions, and 53 of the 58 counties now have them. He suggested that in states where planning is actively recognized as a county function, local planning assistance and technical advice might best be provided to the smaller cities by an effective county planning department, which would deal with urban, as well as rural planning problems. Tulare County, in the Central Valley of California, shares its planning consultant with the cities. In many counties, where there is one predominant city, a joint city-county staff has been set up, but this does not solve the problem of providing good planning services for the small cities.

The important feature in any program of state or county assistance is the continuous availability of a competent staff and department—a feature which is not found when planning is attempted on a piecemeal consultant basis. Small towns rarely have the resources or the need for full-time assistance, but they do need the advice of an office which knows what has gone on before.

Mr. Harold V. Miller, Executive Director of the Tennessee State Planning Commission, stated that this Commission was an official state agency with the following divisions: Division of State Planning, Di-

vision of Research, Division of Local Planning, Division of Field Services, and Division of Industrial Development.

There is a need for a revision of the State Constitution and enabling legislation to broaden the authority for planning work by municipalities. Present legislation permits the establishment of planning commissions in cities, counties, or regions of two or more counties. Municipal planning commissions may be granted the power, after referral to the State Planning Commission, to control the area outside the city within a radius of five miles.

The Division of Field Services maintains four divisional offices rendering advisory planning services to municipal and county governments. This service has done much to stimulate interest in county planning, scheduling of public work programs, county taxation and proper subdivision of land.

Miss T. Sedweek, Executive Secretary of the Erie County Planning Board (New York), stated that regional planning for Erie and Niagara Counties in the extreme western end of the State had been carried on under the direction of the Niagara Frontier Planning Board which was established in 1925 under the laws of New York State. The Regional Board coordinated plans for the economic development of Erie and Niagara Counties and cooperated with similar authorities on the Canadian side of the Niagara River—the latter point being illustrated by the recent work of both Canadian and American authorities in regulating the flow of the water of the Niagara River in order to prevent further erosion of Niagara Falls. The Regional Board fostered and directed planning and zoning in the various municipalities within the two Counties to the point where most of the cities and villages now have their own local organizations. Subsequently, it was deemed advisable to further establish individual planning boards for each of these Counties. This was done as of January 1, 1948.

The function and purpose of the Erie County Planning Board is to prepare a Master Plan for the County and to coordinate the plans of its cities, towns and villages toward the promotion of an orderly and economic development of the area, and to protect its natural beauty and resources.

The Board meets with the various municipal officials throughout the County on general planning problems, conducting courses on planning and zoning matters, and enlists citizen interest and support for civic improvements, legislation, education, recreation, and taxation. The Board operates with a limited permanent staff and cooperates with the County and State Departments on projects in which they are concerned.

When major problems arise, the Board temporarily acquires consultants for technical advice. Like many another official planning agency, this Board acts in an advisory capacity only.

Mr. C. Dwight Wood, of the Michigan Department of Economic Development, stated that this Department of the Michigan State government was established in 1948 after the State Planning Board had been abolished.

The services rendered by the Department are as follows:

(1) To advance the welfare and prosperity of the people by encouraging and seeking proper use of the State's resources in the development of its communities, areas and industries,

(2) To devise and direct an economic development program for the State,

(3) To strive for coordinated and efficient development of the State and the best utilization of its natural, material and human resources, and

(4) To encourage and assist in sound community and regional planning in the State and to act as the State's official liaison.

It is the responsibility of the Division to aid communities in the preparation of plans and public improvement programs. There are many small lumber and mining communities in the State whose future is doubtful. The lumbering operations are gone, and many mines are being abandoned. The cities remain without adequate employment opportunities for their inhabitants. The Division makes studies of the resources and opportunities of such towns, recommends programs of new land uses, and promotes the establishment of new businesses, industries and tourist trade. The Division has published reports of its findings and recommendations for 37 such communities ranging in population from 300 to 16,000. Citizen interest and support of the programs have been excellent.

The Division of Industrial Development assists existing and new industries in the location of new plants. The Department renders consulting services for the guidance of the development of small communities. It is also conducting surveys on water resources planning. To date, three River Valley planning associations have been established.

Other activities of the Department include: the publication of model building codes and the compilation and indexing of planning, zoning, sanitation and health laws.

Michigan now has 103 municipal planning commissions, nine county planning commissions, and three regional planning commissions.

Miss Elisabeth M. Herlihy, Chairman of the Massachusetts State Planning Board, stated that while a number of the state planning boards have been superseded by agencies or councils for economic development, and while these groups are nevertheless primarily promotional in character with functions and duties quite different from those reposed in a planning organization, her state board still functions.

More than 90% of the population of the Commonwealth of Massachusetts live in communities where official planning and zoning agencies

have been established, which means a continuing relationship between the State Planning Board and the local groups. In this work, citizen organizations play a most important part in stimulating public interest and support of community planning.

While there are at present no official regional planning boards in Massachusetts, there is a Federation of local planning boards which has been in existence for more than thirty years and which cooperates with the State Planning Board in the stimulation of public interest and in the coordination of local planning activities throughout the State.

In the belief that many of the problems in New England are of an inter-state nature and can best be studied and solved by the six states working together as a unit, the respective Governors are now proposing that a New England Development Authority be established to survey and report upon the natural and economic resources of the region.

In the discussion period, the problems brought on by the war of shifting of population and changes of the economy of certain areas were considered. It was agreed that planning organizations, both official and unofficial, should concentrate their efforts in the study of the existing resources and propose and support programs to encourage the establishment of diversified business, industry and agriculture, particularly suited to these problem areas. Active citizen interest, support and participation in such programs is essential to bring back the continued existence and prosperity of declining urban and rural communities. Planning organizations should do more to show the benefits and savings that can result from careful and coordinated planning.

It was felt that there should be more cooperation between all governmental agencies, at all levels, in the coordinated planning and execution of public works' programs, including highways, buildings, recreation, and in the use and conservation of natural resources.

State Planning Services to Communities Under 10,000 Population

HAROLD V. MILLER, Executive Director,
Tennessee State Planning Commission, Nashville, Tenn.

THE statements made under this assigned title represent a description of an operating state planning program rather than a full statement of the author's philosophy or the description of a theoretical, proposed, or ideal planning setup.

Tennessee presents a somewhat unusual situation for it is a relatively populous state with perhaps over three million people and is relatively urbanized with a rapidly growing urban population in its 225 municipalities. What is more unusual is that only four of these municipalities are in the metropolitan class. The cities of Memphis, Nashville, Chat-

tanooga and Knoxville ranged upward from 110,000 according to the 1940 Census, and the 1950 Census will reveal these cities (perhaps together with contiguous suburbs) ranging upward from 150,000. By the 1940 Census two cities, Johnson City and Jackson, were in the 25,000 class and the remaining 200 odd municipalities fell into the 10,000-and-under group.

The Tennessee State Planning Commission since its inception in 1935 has recognized the need for planning in the many cities of the state and varying degrees of emphasis have been put on a program of local assistance. Throughout this time it has been generally recognized that in the makeup of a State, while the whole can be no less than the sum of the parts, nevertheless when the parts are of the best and are guided in their development to supplement one another rather than duplicate, then the whole can be so much greater.

In reviewing the Tennessee situation from the standpoint of local planning, it was found that each of the four major cities had from time to time availed itself of the services of private planning consulting firms. In other words, these major cities had seen the need for planning their complex growth, had raised the money for employment of technical services and had developed master plans for their own official use for a period extending into the future. Several of these metropolitan communities also maintained a regular technical staff in order to effectuate the program and to meet new needs as they arose.

The concern of the State Planning Commission then was not so much for the metropolitan communities that had seen the need and had proceeded with financing their own planning programs, as with the smaller communities which had not used or could not afford the services of consulting or planning firms.

There was another factor leading to Tennessee's emphasis on local planning assistance. During the middle and late 30's the Tennessee Valley Authority was engaged in widespread dam and reservoir construction activities in various parts of Tennessee. In some instances this construction activity led only to influx of personnel and overcrowding of local housing, stimulation of local business and related economic and social effects. In other instances, economic effects were seen to be more permanent, either through removal by inundation of some of the lands constituting part of the resource base of the trading area of the town, the actual physical inundation of portions of a town or portions of a utility system or as a result of creating a nearby body of water with relatively constant level and seemingly endless miles of beautiful shoreline whole new vistas were opened up in the way of business opportunities in serving tourists and recreation traffic. New opportunities were provided for individual and public recreation through waterfront parks, etc., not to mention the traffic problems and other matters of community concern brought about by increased or changed traffic and business

activities. The physical and economic impingements upon communities were necessary aspects of the TVA construction program. That agency, however, worked consistently under a policy of local determination on all possible matters and gave active allegiance to existing institutions in encouraging local action. Thus, they turned to the Tennessee State Planning Commission as an institution which could bring to local communities technical talent to aid in solving problems and capitalizing on opportunities without adding to the Federal personnel and engaging in bureaucratic Federal interference in local affairs.

In this atmosphere then and to the extent possible under finance and personnel limitations, Tennessee has conducted an active program of assistance to the smaller local communities.

Tennessee enabling legislation states that "the Commission shall advise and cooperate with municipal, county, regional and other local planning commissions within the state for the purpose of promoting coordination between the state and local plans and development. The Commission shall upon request of any appropriate municipal, county or other local board or official transmit information possessed by it . . . (and/or) make a study and report upon any planning problem of such county, municipality or subdivision . . . and may agree with any such . . . body as to the amount, if any, to be paid to the Commission for such service."

A limited amount of advice and general consultation is given upon request of any municipality or county but no continuing truly technical work or program is undertaken unless and until such county or municipality establishes and appropriately stands behind an official local planning commission. There is adequate legislation on the statute books in Tennessee to permit the exercise of local initiative in the establishment and in the operation of local planning commissions.

The actual service to local communities is carried on largely through the Division of Field Services of the State Planning Commission, which Division is an administrative device for the orderly supervision and coordination of four regional offices. Visualizing the State of Tennessee one will recall that it is nearly five hundred miles long east to west and a little over one hundred miles wide north to south. This means that while its area is only some 40,000 square miles, nevertheless, there are some sections of the state which are at considerable distance from any single central point. We find that it is important that the technical personnel be intimately acquainted with the physical characteristics, social and economic problems, attitudes of people, situation with regard to local government, etc. in the individual communities which they serve. We find it is likewise important that the people and particularly planning officials in the individual communities feel that they know the technicians rendering advice to them and feel that they should be able to call on such technicians even to invite them out to previously un-

scheduled meetings or conferences called to meet within a matter of hours. Thus, to bring the source of technical assistance close to the communities served we have four regional offices, one located in Johnson City and serving the territory in Upper East Tennessee, one in Knoxville serving the Lower East Tennessee area, a Middle Tennessee Office at Nashville and a West Tennessee Office at Jackson.

The relationships between technicians of the Tennessee State Planning Commission and the communities which they serve are entirely advisory. The State holds no powers of compulsion over the local planning commissions, and they are at liberty to direct the technician in matters of choice of next projects or methods of procedures, and are at liberty to amend, reject, or refuse to act upon studies, reports, and recommendations brought in by the technician. Furthermore, the State Planning Commission has no money to distribute, no bait to offer, nothing to induce local agreement upon the product of technical work except the quality of that work itself. Thus, every study, every report or every undertaking must stand on its own feet and be sufficiently sound and sufficiently tailored to fit the needs of the individual community so that it is accepted or rejected by the community on its merits.

These relationships are particularly important to the people of Tennessee whose constitution, adopted in 1870 not amended since, offers nothing in the way of home rule. From time to time, public acts are passed which affect all municipalities or all counties, but there is no single body of permissive legislation elsewhere on the statute books as broad and as adequate a substitute for home rule as Tennessee's planning legislation.

In the process of assisting the local communities, we do not generally set as a goal the early adoption of an official Master Plan. We envision rather the planning *program* to be more important than the *plan* itself. We believe that the existence of an active constructive planning body in the small community is a priceless asset. It is a device by which active and continuing citizen participation can be insured. It is a method of operation under which new needs can be met as they arise and changing conditions can be capitalized upon as the community develops.

I do not imply that a local planning commission should not know where it is going. To successfully discharge its obligations to its community, it must have in mind the broad outlines of a Master Plan for the community. The various individual projects which it undertakes, whether they be zoning, control of the subdivision of land, establishment of a Major Street Plan, the laying out of parks, playgrounds, system of schools, or whatever the project may be, should always be done with a view to realizing an ultimate objective, the general outlines of which are in hand early in the program but the exact details of which will reflect changed conditions coming about during the months or years of work.

The service available to local communities is even broader than undertakings originating wholly with the regional technicians. The agency acts as liaison between federal agencies and the local units of government. During recent years, for example, Tennessee State Planning Commission was directed by the state legislature to be the reviewing and certifying agency in connection with the allocation of Federal funds for the advance planning of local public works. A technical library, handled by a trained librarian who is supervised by the Research Division, is the source of research product or original materials made available to the regional personnel.

To help bridge the gap between mere paper plans and an informed and enthusiastic citizenry, beginnings have been made on bringing plans and planning into Tennessee schools. Already experimental working relationships exist between the Commission and the State Department of Education, which, if successful, may influence curriculum and subject matter in Tennessee. Several pilot projects are underway in which local plans and planning materials are being made available to local teachers for use in teaching children about their community. This is a far cry from droning through generalized (and often abstract) textbooks that do not even mention the children's home community. This work has gone far enough to prove that whatever the age, whatever the talent, children can think constructively about their community. We believe they will grow up to be better citizens as a result, and, I might add, will be planning conscious.

To make the most efficient use of limited staff, we prepare, from time to time pamphlets or handbooks setting forth usable specific information of value to specific local officials. We find these well received and regularly used. I refer to not only model ordinances, regulations, and similar items, but also to booklets such as *Planning of Garbage and Refuse Disposal* which evaluates various organizing, collection, and disposal methods; *Guide to Technical Services Available to State and Local Agencies* a manual which lists agencies and describes functions, services, and conditions of availability; *Guide to Community Industrial Development*, a step-by-step outline for organizing for local economic development; *Sanitary Service Charges in Tennessee* which includes rate schedules for water, sewer, garbage collection; *Planning Water and Sewerage Systems* which summarizes general considerations, outlines methods of financing, summarizes Tennessee utilities legislation, and offers sample sewer rental ordinance, etc.

This kind of continuing activity, self-help and the gradual approach allows the program to capitalize on changing local economic conditions. In Tennessee the Industrial Development Division of the State Planning Commission carries on the state's program of industrial, economic and resource development and handles the active contacts with inquiring industrialists, communities seeking expanding economic activities,

and arranges contacts between industrialists and local agencies. This hand in hand intra-agency relationship between physical planning (including, on occasion, planning in the fields of local administration, local finance, etc.) and economic planning, we consider to be quite important. We come upon many instances in which plans are made for a particular locality and then arises the inevitable question of how they can be paid for. Perhaps there is little opportunity for financing such program of betterment without broadening the economic base of the community in order to achieve such ends. In such case the *one* agency offering *both* services makes possible effective action without lost motion. In other instances an industry may be helped to locate in a particular community whereupon that community begins a new cycle of growth. Such growth obviously should be planned and having observed the competence of the State Planning Commission in broadening the economic base, the community is confident in the technical leadership offered in planning for a better community.

Again, there is no denying the fact that industry is looking more and more critically at the communities in which it may locate because in the last analysis the community is the environment in which the industry's workers must live and in which the industry must operate. No amount of advertising, back-slapping or banquets ever created a new seam of coal, a new source of water supply, or any of a number of the other things which the industry needs in order to locate and provide basic employment upon which a pyramid of secondary and service employment and increased population can be built. An efficient, attractive, convenient community, however, is a great attraction to industry and business. So you see that while better communities are more attractive to new business, new business contributes to a healthier local economy thus making possible a concerted action in building of more attractive communities. Thus, the dual responsibilities are assumed in our service to communities of 10,000 and under.

We feel that there is much to be gained by having the local communities participate in the financial burden of providing technical services. Those communities which are recipients of continuing service and assistance on a regular planning program are invited to enter into contract with the Tennessee State Planning Commission. There is little fear about entering into such contract because the contract may be terminated at the initiative of either party on thirty days' notice. The contracts call for the payment of nominal amounts of funds, three cents per capita per annum or a flat sum of, say, two hundred dollars per year, for the very smallest communities. Service is never withheld if there is some valid reason for the community's not being able to make such financial contribution. On the other hand, most communities recognize the value of the service and are glad to participate to the extent of such modest amounts. I need not labor the point that a few

hundred dollars from here and there in expendable receipts is most welcome to anybody's program. You will recognize also that the existence of such contracts lift above the realm of wishful thinking any argument concerning whether or not local communities appreciate the service. Finally, the governing bodies of communities pay more attention to planning recommendations if they have some small financial stake in those recommendations and reports. I am sure you have seen the child who would abuse an expensive gift but who when he bought a cheap toy out of his allowance took much better care of it. You probably have also seen the city or town government which paid little attention to the soundest opinions and suggestions offered gratis by a straight-thinking citizen. If, on the other hand, that citizen had been employed by the city or town to make a study of the particular subject under discussion his report would probably be given more serious attention. So it seems to be in the field of planning—if local government has some financial stake in the local plans they are taken more seriously.

Local planning—Tennessee style—is designed primarily to bridge a gap which seems otherwise virtually insurmountable. The very small community cannot raise large sums for truly competent, technical assistance. Thus, it is not likely that the very small community will avail itself of competent, technical help if left to do it on its own initiative. Without planning guidance during the process of growth, the small community is not likely to come up to its full potentialities and thus fall short of being a good community, hence in prospect of attracting fewer people, less business and becoming stagnant. On the other hand, if local growth can be guided the community will be in a position to continue to grow. As it becomes larger and more complex and with more available money it may get into a position to maintain its own technical staff and employ its own consultants. When that happens we feel that our program of service to the small community has been really successful.

STATE PARKS

Report of the Committee on State Park Facilities and Services

COMMITTEE: Charles G. Sauers, Illinois, *Chairman;* Samuel H. Boardman, Oregon; V. W. Flickinger, Iowa; L. L. Huttleston, New York; Arthur V. Parker, Connecticut; James L. Segrest, Alabama; Markley Stevenson, Pennsylvania.

Editor's Note.—This report, prepared under the direction of Chairman Sauers, was approved by all but one of the committee. It was read and discussed at the 28th Annual Meeting of the National Conference on State Parks, held December 13–17, 1948 in Florida. Because of the importance of the pooled experience represented on the Committee and the general guidance which it may furnish for state park authorities throughout the country, we are glad to present the Report in the ANNUAL, together with the Highlights of State Park Philosophy which were culled from declarations of state park leaders during the 30's and 40's.

THERE are several types of state parks with varying relationships to facilities and services, such as Scenic and Scientific Parks, Historic Parks, Recreational Parks, Wildlife Refuges and Game Preserves.

The basic concept of state parks was grounded in the acquisition of wooded lands containing outstanding landscape features. In the development of such areas for the use and enjoyment of the public, emphasis must be placed on the number and localities of such recreational use areas as will, at the same time, meet public needs, preserving the bulk of the area in its natural state. Such recreational use areas ordinarily should be located in the fringe of the park or at least close to any interior roadways.

Principal access should be limited to one or two major entrances; interior pleasure and service drives should be held to an absolute minimum, and there should be complete automobile control within planned parking areas. Service fees are recommended, preferably an admission fee per person or car or for both, or possibly a parking fee.

Particular emphasis should be given to the preservation of predominant natural features, the development of broad outlooks in the design and allocation of the several recreational use areas. Simple treatments are the most desirable. Such facilities as outlook towers and similar structures should be introduced sparingly and be carefully fitted to their particular landscape setting. Spectacular structures are not only expensive, but can often overshadow the natural scenic features. The outstanding natural features of any given state park should receive most careful consideration both from the point of view of their preservation and also of their public educational value.

Historic Parks, State Monuments and the like, of which there are a few to several in every State, ordinarily are small and recreational use, if any, should be confined to picnicking and hiking on a small scale. In the case of historic sites which may be contained in a larger park,

such areas should be treated as strictly historic areas, with the essential park facilities provided elsewhere.

Many States have an opportunity and a need for the provision of public recreational facilities where there is no outstanding park landscape. This condition may occur in the vicinity of a group of rural communities or relatively close to large population centers. Great numbers of citizens are so financially situated that they cannot take advantage of the more distinctive parks, but they are in need of opportunities for native "Recreation." Many local communities cannot provide adequate acreage for this purpose without help from the State. Here then is the opportunity for "State Recreational Parks." Shakamak Park in Indiana is a good example of a state park of very ordinary landscape which admirably serves the need of a scattered mining and rural population in the southwest section of the State. The State of Michigan has recognized the need of state aid in attacking the recreational problem in southwest Michigan (the Detroit Metropolitan Area). Such parks should be provided with the same simple facilities as any other state park. Psychologically they may be of more value than others established on a basis of selection for scenic quality alone.

Wildlife refuges should be maintained in any state park where there is the opportunity to do so, regardless of size. A well maintained and operated state park should, in fact, be considered to be a wildlife refuge in its entirety. Some States list game preserves in one or more of their state parks, but there is often confusion with regard to their use of the name. Sometimes it means wildlife protective areas and sometimes a shooting preserve. No facilities of a recreational nature should be provided within such areas other than the necessary parking spaces and possibly observation blinds in connection with a conservation education program.

Customary Areas and Uses

State Parks are likely to be located at some distance from the centers of population, necessitating housing accommodations. Housing should be reduced to its simplest form, with sturdy construction, with an eye to future maintenance. Groups of cabins, either sleeping or housekeeping, will best fit the need, with a central wash-house and toilet for each group.

A public camp ground with tent and trailer sites will meet the needs of the traveling housekeeper. Camp areas for the use of organized groups, either adult or youth, should contain a minimum of structural facilities. Cabin groups have been found preferable to "Barracks Housing." A central wash-house and Imhoff toilet building should be provided at both the public camp grounds and the organized camp, with also a central recreational hall and dining hall for the organized camp area.

The size and number of picnic areas should be determined by the size of the park, the nature of the terrain, and the anticipated public need. Play meadows should be an integral part of each picnic area, but should be provided with no structural facilities other than possibly a baseball backstop.

No single principle will do as much to preserve the forest as the establishment and maintenance of quality meadows, which will automatically attract the majority of the people who use the park. Turf is easily and economically maintained, whereas the forest can scarcely be preserved at any cost where use is heavy. Picnic facilities should be as simple as possible, of which more below.

The trail system is one of the most important structural facilities of any given park and should be laid out with great care. Until people's habits change materially the strong hand of restraint must be kept raised against too much trail mileage. For the benefit of the average park user, for the benefit of the great majority—trails should be one-half to one mile long, and in "loop" form. Longer trails, especially those which terminate at a distance from the point of beginning are rarely worth their expense. Trails can serve the service personnel as well as the public. Service roads can be kept to a minimum if the trails are designed for service use. The system should be skeleton framework which connects the several areas, both developed and undeveloped. Trails should be multi-purpose in character, with pedestrian use receiving first consideration. If the trails are properly designed and constructed, horseback riders and bicyclists can use the same trails or sections thereof without conflict with pedestrian use.

The provision or opportunity for nature study is a MUST in all state parks. Conservation education at all age levels should be the goal. Adults can best be served by the use of Nature Museums and a competent "always in the public eye" Naturalist Service. Young people can also be reached by the Nature Study and naturalist service, but the greater number can be reached most effectively through "Youth Group Camps," either period or overnight or day camp groups.

Customary Simple Facilities

Customary recreational use facilities in state parks should all be of the simplest possible construction, yet sturdy and durable. The need for picnic area shelters in a state park is more pronounced than in local park areas, as the park users are much further from home.

Lodges, including enclosed or open shelters, comfort stations, caretakers' quarters, and other services, should be included in any given park only on evidence of public need and the location of such shelters will require a most careful study of the entire area. Picnic area shelters, with or without fireplaces, should be held to an absolute minimum, and

open-sided structures are preferable to those which are enclosed. Small shelters such as trailside and roadside seat shelters, overlook shelters, and trailside fireplace shelters should be used sparingly if at all. What good is a well shelter?

Sanitary service buildings for picnic areas should be of the simplest construction commensurate with the amount and concentration of use. Pit latrines or possibly Imhoff toilets will generally suffice. The expense for flush toilet installations is rarely justified.

The water supply must be pure and adequate. This is Number One "MUST." Driven wells, strategically located, will generally be sufficient, or possibly a central supply for a given area with bubbler fountains.

Fireplaces should be provided in cabins and central lodges or recreational rooms—but rarely, if ever, in rental cabins. Tent camps should be provided with central cooking facilities or more preferably individual metal stoves. Individual metal stoves should be scattered through all picnic areas and along the trails.

Tables and benches should be provided for all picnic areas. They should be of simple and sturdy construction, and their location and number should depend on "Use Studies" of the specific areas. The desirability of "Fixed Tables" formally grouped in assigned areas or "Moveable Tables" informally grouped is a moot question. It seems to this committee that there are advantages and disadvantages to both of these methods of table grouping and whether one method or another is adopted should depend upon the nature of use in any given area. Trash containers should be as numerous as picnic tables.

Refectories or grocery stores should be few in number. Simple food and beverages should be provided at the lowest possible cost, and under the supervision and control of the park department.

Special Facilities and Activities

There are special facilities and activities which often should be provided within a state park, the inclusion of which will depend on local conditions in season. Bath-house and swimming beaches should ordinarily be provided wherever there is a convenient body of water which is sufficiently large to assure sanitary water conditions. Sometimes, if there is sufficient demand for swimming, then a pool might be constructed.

Opportunities for boating and fishing should always be provided where there are natural streams and lakes. Open boat-dock storage during the summer season is preferable to enclosed storage buildings.

The "stockade" type bath-house is wholly adequate for all but state parks in the sub-tropical portions of the U.S., and is unquestionably adequate even in such locations.

Horse rental by private stables located on property adjacent to the park with approach trails connecting with the main trail system is preferable to park operated stables and horse rental within the park. In the latter case, rental rates must be controlled by the park department. Horse and rider licenses as practiced in Illinois are desirable.

Winter sports should be provided wherever the winter season is of sufficient length to make it economically feasible, and the terrain is suitable for the purpose. Such sports can include skating, skiing, and tobogganing, but ski-jumps can rarely be justified as their use is limited to too small a number of people.

Refined Housing and Sports Facilities

Elaborate hotels or inns are generally not justified in a state park. Their original cost is paid for by all of the tax payers, of which a relative few can be accommodated or can afford to pay rates which are necessary for their proper maintenance. This is a service which should be provided by private capital on neighboring property.

Sleeping rooms should be mere cubicles and reckless aping of the appointments of big city hotels is pure mockery,—let alone a considerable waste of public funds. When Fifth Avenue hotels appear in state parks, operators have forgotten that state parks still have an endless supply of sunlight—fresh air (which can't be bought at any price on Fifth Avenue), and inspiring surroundings—their real and only reason for being. (*Raison d'etre.*) The inclusion of a hotel or inn in a state park can only be justified by special local conditions, but even then they should be simple and not elaborate structures. The operation and maintenance of such structures should be under the complete direction of the park department.

Special play facilities such as tennis courts, shuffleboard courts, play apparatus, golf courses and amphitheaters in general, are functionally related to hotels or inns and the exclusion of one excludes the other. In general, such services should be provided by municipal or county parks. In the case of some state, where, due to geographic condition of certain parks, they serve the dual function of a state and local park, certain facilities might be included.

Supervised Recreation in State Parks

Supervised Recreation has no place in any park category above that of a municipal park.

HIGHLIGHTS OF STATE PARK PHILOSOPHY

"Parks are the show windows of all conservation. Therefore we must know that to preserve these parks for the time to come and be of use to unborn generations, we in our time, must see to it that preservation takes precedence over use.

"It seems logical to simplify their use as we now know it and resist the introduction of still further modes of service. Especially to be watched are those so-called recreational uses which, being proper and even highly desirable in themselves, provided they do not swing off into mere amusements, become improper and destructive in natural areas dedicated to the public weal."

(Richard Lieber—1940 Yearbook; Park and Recreation Progress)

"Speaking for myself, I would not at all be interested in the work if the function of parks and recreation would merely be to provide shallow amusement for bored and boring people. Folks so disposed should be referred to bingo or any other of the abounding inanities."

(Richard Lieber—National Conference on State Parks, Norris, Tenn.; 1938)

"Remember that we deal in two separate values: Parks *and* Recreation. It is still that, and not Recreation in Parks. Keep the promotion of the two separate in their own interest. Parks offer recreation of one kind; recreational centers, another. State parks offer the finest of scenery and are to be preserved in their natural features, plus flora and fauna, in perpetuity."

(Richard Lieber—National Conference on State Parks, Spring Mill State Park, Indiana, 1940)

"While there is a tendency for park conservation areas and the park recreational areas to grow together, we must always bear in mind the distinction between them, and forever seek a means of separating these two types. I say this because if the bars were let down and no consideration given to park conservation areas (and that is an easy thing to do, for park recreational areas are very popular with the masses) we should soon find that they would encroach so far on our conservation areas that the latter would cease to be such and would automatically become recreational areas. There is great need for both types . . . These two types of areas may be joined or they may be separated. One might even completely surround the other, forming a multiple-use area."

(Conrad Wirth—National Conference on State Parks, Skyland, Va., 1935)

"There are at least three theories upon which we may proceed in the selection of areas and the outlining of a system for state parks. Two are the same as we find in conflict in the national park situation, while the third is not yet generally presented, although it is quite well practiced.

"The first theory is the selection of those areas only, regardless of geographical location, which are of outstanding scenic or historical value, and which in a completed system would contain all of the distinctive types of scenic and historical features peculiar to the state in question. This we might call the scientific or the esthetic theory.

"The second is the selection of purely recreational areas located primarily for strategic reasons with regard to geographical location and population distribution so that all citizens of the state would be within reasonable distance of recreational areas. This might be called the sociological or recreational, or even the political theory.

"The third theory is a compromise between the first two. Acting on it, we would secure strategic location of areas of high recreational value, and at the same time, either in connection with them or separately, acquire also specimens of the outstanding scenic and historic types of the state in question.

"Most states at present active in state-park work are proceeding more or less uncertainly, and usually somewhat accidentally and unconsciously, upon this last theory. If this policy were a little more clearly understood, and followed a little

more definitely toward an ultimate goal based upon a master plan, we would be on the way toward comprehensive state-park systems.

"When we approach the design of state park areas, we should realize that however we develop our state parks, they are designed; whether they are the result of the basic plan and construction under the direction of an experienced landscape engineer, or whether they grow accidentally under the changing oversight of horticulturists, foresters, mechanics, or enthusiastic laymen or politicians, in all cases they are designed. When we come to this question of design, I say, we shall find that the design must always be determined, either consciously or unconsciously, by the basic theory upon which we have proceeded in the selection of the area.

"If we proceed on the theory of selecting only areas of outstanding scenic or historic value, the whole scheme of our design must be concerned with the preservation of that scenery. Only those recreational features which fit into such a scheme of preservation can be allowed. The number of people who can be permitted in a scenic unit must be definitely controlled, and man-made developments, such as the necessary service features, must be concealed or made as inconspicuous as possible.

"If we proceed on the sociological theory that our main consideration is the provision of as complete recreational service as possible, the basis of our design will be totally different. We shall endeavor to provide for as many people as can possibly be accommodated; our development may intrude upon or even dominate our scenery, provided the effects are reasonably beautiful and attractive. We may take great liberties with Nature, such as the creation of artificial lakes, changes in the kind and extent of forest cover, changes in the character of topography, and so forth.

"If we proceed on the third theory, before we start our development we must distinguish clearly between different areas as to whether they fall into the scientific or sociological type, and our designs will differ accordingly. We shall then base our design upon what the elder Olmsted called 'justifying value' of the area in question. In this manner the really great state-park designer of the future will proceed.

"It seems to me that the larger number of our state parks are bound to be those of the sociological or recreational type, and that state parks of this type are coming to have a very distinctive place in modern park design, a place peculiarly their own. In designing such parks we cannot start with the ideas of design derived either from the national park or the metropolitan reservation on the one hand, or the country park or city playground on the other. A totally new type of park design must be recognized, which is not as yet, I believe, clearly appreciated or understood even by our leading landscape designers."

"Anything approaching a basic theory of state park design is still far from acceptance, but I believe the Recreational Park has very definite tendencies in that direction and that it will be ultimately as typical of our time as the country park was in the days of Olmsted and Vaux.

"When I first approached the problem of state-park design both in my own practice and with my students in park design, I had the idea that probably the state park belonged—as far as character of development went—with the metropolitan reservation and the national park. There can be no question now but that the state park must be developed for much more intensive use than the reservation; it must possess distinct features to attract, much as the country park does. However, its dominant character must still be that of the reservation or wild landscape rather than that of the pastoral landscape of the country park or the urban landscape of the playground. To reconcile these ideas is difficult but not impossible.

"It is far too long a story to take up in any detail this question of theoretical design, but perhaps two detailed considerations will bring out my idea with respect to the present conflicting theories of purpose and location and their effect on design.

"*First* is the question of the amount of public use or human saturation which is possible or desirable in a given area. There are two very divergent ideas with respect to the accommodation of crowds in state parks. One is that we should design our areas to accommodate the number of people we may reasonably expect, be it 1000, 5000, 10,000, or more. If larger crowds than we have anticipated come, we have failed in our vision and we must increase our developments to accommodate them. This opinion is a very common one. Perhaps you may say it is the general opinion of politicians, the public, many park commissioners, and not a few park administrators. The opinion seems to be not sound. The other theory recognizes that the greatest charm, as well as the greatest value, of the state park is its character of freedom,

spaciousness, and wild beauty. There is for every scenic unit, depending upon its character, size, scale, and other considerations, a very definite point of human saturation beyond which this value and charm is lost, both temporarily, when the crowd is present, and permanently because maintenance is unable to make good the scenic damage. To go beyond this point of saturation is to jeopardize the whole investment in the park area. Instead of being an economy in design, maintenance, and operation, it may well be the height of extravagance.

"The *second* detail with respect to design which I would mention is the question of kinds of recreation to be provided in state park areas. Here again there are the extremes of theory. First, if we accept the idea that the state park exists only for the preservation of natural scenery, we shall provide in our design nothing but those features necessary to make possible the simplest forms of public use of the area, roads and parking spaces, sanitary provisions, facilities for picnics, bridle trails and footpaths, opportunities for bathing, boating, and canoeing if water is present, and possibly places where food, refreshment, and lodging may be had.

"On the other hand we may consider our state parks primarily as areas for public recreation strategically placed to provide all citizens with attractive outdoor activities and amusements under more beautiful environment than the town or city park makes possible. On that basis our efforts will be to attract and accommodate large numbers of people. Those natural forms of recreation such as we have already considered—bathing, boating, picnicking, and the like—will be developed to the largest possible capacity, which may go even to the extent of changing entirely the character of the landscape by the creation of artificial lakes, or clearing forests of undergrowth. In addition, those forms of intensive recreation which might be supposed to lie more in the province of the city park, will be promoted. Such, for instance, are athletic fields, ball diamonds, tennis courts, and other game areas. We may provide such amusement features as dance pavilions, and carousels, or such educational features as zoos, aquariums, nature schools, and organized camps.

"The exact place of the state park of the future in the field of landscape design lies somewhere, I believe, between these two extremes. It is my opinion that we have passed beyond restriction of the design to the ideal of the simple woodland reservation as Eliot, for instance, conceived it. However, I do not believe that we will ever come so to urbanize the state-park area that it will approach closely the standard of the city playground."

(Dr. Laurie D. Cox—Some Basic Principles of State Park Selection and Design,
National Conference on State Parks
St. Louis, Mo., 1931)

"As administrators we should have the courage to say "no" when more and more service with inescapable artificialities is demanded . . . Do not let us yield to this vast rushing army of vacationists, viewing them as masses who have to be satisfied in whatever reasonable or unreasonable thing they may demand, but rather as they surely would wish to be considered: as eager, thoughtful and kindly folks who would want to enjoy and come under the spell of majestic nature instead of becoming, against their will, part of the forces of progressive destruction."

(Richard Lieber—Conference on National Parks,
Washington, D. C., 1938)

"Each park may have one or more service areas (use areas), the principal service area to be that provided for the parking of machines, camping grounds, picnic grounds, shelter houses, bath-houses and refectories. Usually there is some space in the park which logically will fall into this classification both by location and topography . . . A secondary service area is also essential to contain the inn and its attendant buildings . . . The keynote of these inns must be simplicity and wholesomeness . . . They should be built with the idea in mind of furnishing comfortable sleeping rooms and simple, well-cooked food at the lowest possible cost, so that they will be available to practically anyone . . .

"Altogether, a well-defined service area serving as it does as a place of congregation and redistribution, handles a large number of people with comparative ease. To it leads an unavoidable parkway. From it radiate trails through woods and by shores. It serves, so to speak, as a filter. But, above all, it saves the landscape from

ruin. It leaves this protected for the nature lover, student, artist, dreamer, and other impractical but socially highly important people."

(Richard Lieber—Regional State Park Conference, Minneapolis, Minn., 1935)

"To promote perception is the only truly creative part of recreational engineering. The only true development in American recreational resources is the development of the perceptive faculty in Americans . . . Recreational development is a job, not of building roads into lovely country, but of building receptivity into the still unlovely human mind . . . The primary consideration of administrators of public lands must be to improve the quality of public use."

(Aldo Leopold)

"The development of an educational program in the state parks—or any other outdoor recreational area, for that matter—should take a logical place in the administrative evolution of that area . . . But the term "educational" is certainly not used in its academic sense; instead of entering the field of formal instruction, we are endeavoring (in the National Parks) to assist our visitors to gain a keener appreciation of the great things in nature—yes, and of history, too—an appreciation and enjoyment which will be based primarily upon understanding. That, if you please, should be the keynote of our so-called "educational program."

(Ansel F. Hall—National Conference on State Parks, Swarthmore, Pa., 1937)

"Meanwhile, Recreation, the Word, evolved by the Master Philologists, under the ministration of its soothsayers and magicians, has acquired such an odor of sanctity that in its name any crime, from Arson to Manslaughter, may now be committed with comparative impunity."

(Al Turner—National Conference on State Parks, Hartford, Conn., 1936)

"Recreation has not acquired such sanctity that in its name any crime may now be committed against the public areas in which atmosphere and inspiration are more important than the lazy disposition of leisure time."

(Dr. Carl P. Russell—National Conference on State Parks Norris, Tenn., 1938)

"State Parks are a power for elevating the spirit. Their standards are much higher than the average visitor's mental or physical requirements and so, incidentally, are public libraries, galleries or concert organizations. Their purpose is not merely to satisfy but to uplift . . .

"For that reason any plan which is evolved for the use of the parks by visitors must be subordinated to the policy governing their establishment and maintenance; namely, the preservation of a portion of the state's original domain in its primitive condition—now and forever . . .

"No, our parks and preserves are not merely picnicking places. They are rich storehouses of memories and reveries. They are guides and counsels to the weary and faltering in spirit. They are bearers of wonderful tales to him who will listen; a solace to the aged and an inspiration to the young.

"And if all that is true of the present, what will it not be of the future? When the congestion of an ever-increasing population in those days has changed everything but these primitive places, our state parks will be one of the most priceless possessions of our people."

(Richard Lieber—Regional State Park Conference, Minneapolis, Minn., 1935)

"Parks are the dietetics of the soul—a refuge, a place to regain spiritual balance and find strength and, if needed, a place of resignation from the turbulent world without."

(Richard Lieber—National Conference on State Parks, Norris, Tenn., 1938)

". . . The things of Nature remain and are the only permanent and enduring things in a world of disordered change; . . . the trees and the mountains and the desert have seen many civilizations rise to their peaks and crash to their falls . . . their beauty and their silence are more necessary than ever and may be the deciding factors in the existence of democracy, for man must get away from the insistencies of democracy if he desires to think out clearly the processes by which democracy may be preserved."

(Col. John R. White—Conference on National Parks, Washington, D. C., 1938)

"National Parks, national forests, national recreational areas, state parks, state forests, state recreational areas and other conservation areas—fill a cultural as well as a social function, other than pure recreation. These areas do not and cannot ever completely or even adequately fill the desires or needs of our people for more recreation. It is, however, fortunate and eminently suited that they fulfill social recreational functions in so far as they may do so and still carry out their primary function. It is not believed, however, that the provision of all facilities needed or required by our people should be provided in these areas, not even in the state recreational areas. Only those functions which are compatible with the primary purpose of selection, development, and maintenance of the areas should be considered . . .

"State parks are meant to be the show windows of a State but, more than that, state parks are a dedication to the soul of the land . . . Without vision a land will die."

(Richard Lieber—National Conference on State Parks, Itasca, Minn., 1939)

"In park work, both National and State, we need more thoughtful purists than reckless expansionists and showmen, *i.e.*, we need them if we want to keep our magnificent heritage in scenery and wildlife in such condition under which Nature may carry out its own laws."

(Richard Lieber—1940 Yearbook; Park and Recreation Progress)

"If we once fully understand our own origin and development, if it becomes clear to us that it was not alone our European inheritance and tradition but rather, and increasingly so as we expanded westward, the American factors of life which shaped our national destiny, we will in turn take deeper pride as well as a keener delight in things truly American . . .

"A State Park is a typical portion of the State's original domain. It is a tract of adequate size, preserved in primeval condition; it is "unspoilt," "unimproved" or "beautified." It is a physical expression of life, liberty, and the pursuit of happiness . . . We have in State parks a sermon in true Americanism. They are a constant reminder of the source from which our present-day comforts flow.

"State parks offer much to all classes of citizens. To the city dweller they bring the solace of quiet and solitude. In the same place the rural peoples may find the pleasure of crowds and intercourse with strangers. The student finds much to study in the flora, fauna, and geologic structure. The artist finds beauty. The young find the sport of swimming, hiking and fishing. The beneficence of Nature gives to each who comes what he wishes.

"Let us ever remember that State parks are social institutions, and that their first and foremost object is to preserve our native scenery in its primeval glory."

(Richard Lieber—National Conference on State Parks, Skyland, Va., 1935)

State Parks and Related Recreation Areas

Acquisitions in 1948

IN 1948 73,303 acres were acquired by State Conservation Agencies—50,149 acres by purchase; 1,797 acres by gift; 14,974 acres by transfer and 6,384 acres by other means.

	Acres
California: by purchase, gift, transfer and other means	41,670
Connecticut: by purchase	105
Florida: by purchase and gift	330
Georgia: by purchase and gift	11,015
Illinois: by purchase	861
Indiana: by purchase, partly with funds from public subscription	1,452
Iowa: by purchase and gift	2,416
Kentucky: by purchase	779
Maine: transfers from Federal Government	4,962
Maryland: by purchase	101
Massachusetts: by purchase	429
Michigan: by purchase, gift, exchange and tax delinquency	15,257
Mississippi: by transfer from Federal Government	810
Nebraska: by gift and lease	89
New Hampshire: by purchase and transfer from State agency	1,805
New Jersey: by purchase and gift, including Walt Whitman House	586
New York: by purchase, gift, transfer and other means	8,831
North Carolina: leased from TVA	834
Ohio: by purchase	9,498
Oklahoma: by purchase and transfer from Federal Government	3,060
Oregon: by purchase, gift and transfer from Fed. & State Govs.	6,260
Pennsylvania: by purchase	1,966
Virginia: by purchase and gift	438
West Virginia: by purchase	155
Wisconsin: by purchase and gift	798

Attendance

In 1948 there were 105,248,211 recorded visitors to State Parks. Of these 100,221,885 were day visitors. Of the 5,026,326 who remained over night, 424,071 stayed in hotels and lodges, 1,106,795 in cabins, 1,156,376 in organized camps and 2,339,186 in tent and trailer camps.

Editor's Note.—These figures are condensed from statistics gathered by the Branch of Lands, National Park Service, Department of the Interior. In some cases the count is actual and in others estimated. There were no figures available for a few parks.

IN THE CITIES AND TOWNS

REGIONAL PLANNING INFLUENCES

Federal Works and Community Planning

MAJOR GENERAL PHILIP B. FLEMING,
Administrator, Federal Works Agency, Washington, D. C.

FOR many reasons I find this a very happy occasion. It is a real pleasure to see so many old friends who are also distinguished advocates of community planning. The theme which you have chosen is equally stimulating and the subjects on your agenda this afternoon are directed toward some of the most pressing problems that face our urban communities today.

I feel especially privileged to discuss these problems in relation to the programs of the Federal Works Agency. For unless I am mistaken, the "causes and cures for population congestion" are inseparably linked with patterns of urban growth and proposals for urban redevelopment.

As I am sure you know, the far-reaching programs of the FWA are concerned with highways, public buildings and community facilities of every sort. These programs have a common purpose—to make our communities, large and small, urban and rural, better places for people to live and work in. Obviously, we are concerned too with patterns of urban growth and decentralization, for public buildings, highways and community facilities play an important role in urban redevelopment.

Urban communities have absorbed about 60 percent of our people. As a result, nearly 86 million human beings are living on less than two percent of our total land area. This concentration of people and industry has vastly increased our productivity and raised our living standards, but it also brought with it the complex train of problems that result from population congestion.

Today in our cities traffic congestion and the parking problem are universal. They inflict enormous economic losses, not to mention the terrific waste of human energy. One reason for our traffic and parking troubles lies in the obsolete layout of most urban street systems. Their antique patterns of gridiron blocks, with intersections at short intervals are entirely unsuited to modern traffic needs. Another basic cause is over-concentration in the distribution of buildings which generate traffic in central areas.

Add to these aspects of congestion the familiar symptoms of slum and blighted areas—residential, commercial and industrial—and the canvas is about complete. At any rate, there is no need for me to enlarge upon the unfavorable by-products of previous urban growth. This audience knows the price we have paid and are paying for our past sins of omission—our failure to plan.

We all know that the kind of congestion we are seeking to cure is more than a mere population problem—decentralization alone cannot provide the answer. Solutions lie in a proper understanding of the functions of cities as centers of production and distribution and as centers of neighborhood and community living. Redesign of our central business districts, industrial and residential areas is necessary both in the public interest and to avoid slow strangulation of commerce and industry.

The kind of congestion that we are seeking to cure involves not only overcrowding but the misuse of land, buildings and community facilities. Homes are admittedly a major user of land, housing accounts for much blight and also figures in the decentralization process, but urban redevelopment must be broad enough to include all types of areas—commercial, industrial and public. Urban redevelopment plans should provide for highways, utilities, schools and other community facilities.

We have scarcely made a beginning in applying to cities, towns and rural communities what we know about space needs, the technology of construction, modern methods of site, neighborhood and community planning. As I see it, the replacement of existing obsolescence is both a challenge and an enormous opportunity. We know that cities are full of old structures and old-fashioned street layouts. Much of what we see around us, and use for all purposes of community life, was built in other times and was designed to meet quite different needs and situations.

As the agenda of this conference proves, urban redevelopment is not the sole prerogative of city planners. We are discovering that the opportunity for better living has its counterpart in better opportunities for investment—witness the growing interest of insurance companies with their vast capital sums which must be invested in reasonably secure developments. There is now substantial interest in and support for urban redevelopment in governmental circles. The States have a job to do, and, of course, an even greater responsibility rests with the local communities. The Federal Government is bound to have increasing responsibilities in this field because of its many activities relating to community life.

Let me enlarge upon that theme, using the Federal Works Agency as an illustration. One of our constituents, the Public Roads Administration, now has a direct interest in urban thoroughfares—thanks to recent legislation which permits us to aid cities in the construction of arterial and express highway systems. This type of highway makes it possible for our congested, half-paralyzed urban centers to spread out and open up. It permits rapid and efficient movements from one part of the city to another, and between cities. These expressways also make excellent separators and buffer areas to protect and stabilize new areas whether used for homes, for work, for recreation, for education or for other purposes.

Express highways greatly facilitate the sound development of neighborhood units. They should form an integral part of any comprehensive general plan for urban growth and redevelopment. Later in this conference a representative of the Public Roads Administration will discuss this subject much more fully.

My purpose today is to underline and re-emphasize the need for a broad approach to the problem of urban congestion and decay—a broader approach than some interested groups have advocated as yet. There is still a widespread tendency to rely largely upon the replacement of run-down, obsolete properties with new structures. In my view this does not promise any lasting cure. Not while related and underlying problems remain unsolved.

No doubt the housing shortage, the urgent need for slum clearance and the plight of low-income families seeking decent shelter have helped to focus our attention and our emotions on the need for new and better structures—residential, commercial and industrial. The problem is real enough and any action which can remedy these conditions is desirable. But while we are taking steps to improve living and working conditions in our cities, let us bear in mind the dual importance of automobile transportation. More rapid transportation from home to work has stimulated the outward movement of higher income groups to suburban areas, thus sharpening the contrast with decaying properties in central city areas. In restoring these properties to appropriate use, we dare not forget that the very existence of the central business section which they fringe is jeopardized by overburdened traffic lanes connecting the business section and the outlying residential areas.

To ignore this inseparable relationship is to invite an early repetition of the very evils we are set out to cure. If we merely undertake to clear slums and blighted areas we will create islands of redevelopment which cannot withstand the contagious paralysis surrounding them—decay will creep in.

The first step toward permanent urban redevelopment is sound planning. And such planning must reckon with both present and future traffic volumes. Motor vehicle registrations were approximately 40,700,000 at the end of 1948. According to conservative estimates, the next ten years may see 50,000,000 motorists on our streets and highways! Unless we take prompt action to provide adequate highway facilities for congested urban areas, this hardening of traffic arteries will paralyze them completely.

No subject could be more timely, for Congress is giving very serious consideration to some phases of urban redevelopment—notably slum clearance, the rehabilitation of blighted metropolitan areas and construction of low-rent housing.

These are splendid aims, but I would like to see them linked much more closely with comprehensive plans for urban redevelopment which

relate urban land use and urban transportation—today and tomorrow.

Fortunately, we have at hand the general pattern of construction needed to solve these traffic problems. Some very useful tools have been provided by reports of the Public Roads Administration. The need for new free-flowing arterial highways serving both the center and periphery of the city is no longer debatable. Origin and destination surveys supply needed measurements of present traffic flow between sections of cities.

Obviously these measurements should be projected against all contemplated changes in land-use before they are made the basis for the location and design of the necessary arterial highways. That is why nothing less than a comprehensive plan of urban redevelopment can yield the optimum return from highways, homes, factories and other structures.

The Federal-aid urban highway program already is demonstrating what can be done to ease the traffic burdens of our central cities.

As of January 31, the Public Roads Administration reports that some 270 miles of urban highway improvements, financed in part with Federal funds, have been completed. Costing about $110,000,000, the Federal contribution was just over $55½ million. Projects under contract but not advanced to the construction stages called for expenditures of around $44,125,000. Plans for an additional $75,540,000 had been approved for contract letting. Projects programmed but still under study involved improvements on 347 miles of urban roadway at an estimated cost of more than 200 million dollars.

Admittedly such construction is a slow and costly business. Elaborate plans must be drawn, right-of-way acquired and new housing found for dispossessed tenants before construction can be started. But experience has shown that the failure to provide these highways is much more costly.

Though the expenditures proposed are only a beginning, I think that the FWA highway program can have great significance for the cities of tomorrow. And I can assure you that within the limits set by Congress we will make the fullest possible contribution to plans which promote the healthy growth of cities, large and small.

Fortunately, our contribution is not restricted solely to highways. The Federal Works Agency, through the Public Buildings Administration, houses the civilian activities of the Federal Government. Here again we recognize clearly that the structures which we build must be located to serve the community as well as the people who are working in them.

It goes without saying that both the site and the design of Federal buildings should fit into a comprehensive general program of city planning and urban redevelopment. The broader the plan, the greater are the opportunities for effective cooperation. When the Federal Works

Agency plans to construct a building we try to find out a lot about the city before a site is selected. Past and future growth trends are important. So are locational trends in housing, commerce and industry. And, of course, we pay particular attention to proposals for rapid transit, express highway systems and other community facilities.

On the æsthetic side, I might add that in general we seek to conform to the architectural traditions of any city in which we build. Advocates of "the city beautiful" have nothing to fear from Federal building construction.

All of these items are basic to any sound program of urban planning and redevelopment and they should be considered together.

And now I would like to introduce a third member of the Federal Works Agency—the Bureau of Community Facilities. No doubt many of you are familiar with some phase of the work which BCF has carried on. A major program dealt with the provision of educational facilities for veterans' training at schools and colleges. In cooperation with the Public Health Service, BCF administers the Water Pollution Control Act of 1948, which sets up a program of Federal aid to State and local governments and inter-state authorities engaged in pollution abatement and control.

These are matters of very real interest to many communities and they are not unrelated to the theme of this session. But since our time is limited I am going to confine myself to a more inclusive topic—the advance planning of public works. In doing so, I want to remind you that the Bureau of Community Facilities has had a great deal of experience in this field.

Title V of the War Mobilization and Reconversion Act, authorized the Federal Works Administrator to make repayable loans to the States and their subdivisions to assist in the detailed planning of public works exclusive of housing. This program was entrusted to the Bureau of Community Facilities.

Set up in May 1945, the program looked to the creation of an adequate reserve of non-Federal public works, complete in all their technical details with specifications and cost estimates, ready to be placed under construction as economic conditions warrant.

One particular feature of Title V, which the Federal Works Agency strongly supported back in 1944, is worth quoting here today:

> "Provided further, That no loans or advances shall be made with respect to any individual project unless it conforms to an overall State, local, or regional plan approved by competent State, local, or regional authority."

When the statutory authority to make these advances ended on June 30, 1947, plans for some 7,000 useful projects were emerging. And BCF had on file nearly 2,300 applications for planning advances—none of the latter can be approved under present legal provisions.

The public works being planned under this program are those most needed by our communities. They are virtually of every kind, except housing. Sewer, water and sanitation facilities predominate among major project types, with schools and other educational facilities ranking next in volume. In terms of total costs these two major categories account for more than two-thirds of all projects for which planning advances were approved.

Today, the Federal Works Agency estimates that projects totaling about one billion dollars in cost have been blueprinted under this program. We estimate that planning carried on by States and cities without Federal assistance has added another $600 million to the shelf of blueprinted public works. Counting in some $900 million blueprinted plans for highways would bring the total reserve shelf of State and local public works to about 2½ billion dollars.

That may sound like a sizeable figure—but does it represent an adequate reserve of State and local public works? I don't want to get embroiled in semantics here, but I do think this question can stand some clarification. Just how are we going to determine what constitutes an adequate shelf of planned public works?

There are several possible yardsticks. One would measure the present shelf of blueprinted plans against the accumulated needs for State and local public works. By that method of reckoning our reserve of ready projects is pitifully small. Some estimates put the need at 100 billion dollars—excluding Federal projects.

This huge total includes needs that have been accumulating for nearly two decades. It reflects the prolonged postponement of certain public construction throughout the war years and continued curtailment since VJ-Day. We cut down on schools, hospitals, highways and many other needed projects to give priority to the war effort, and later, to give the green light to housing for returned veterans and facilitate industrial expansion.

In contrasting this vast backlog of needs with the actual shelf of planned projects, I want to warn against the easy assumption that needs can be translated into planned projects whenever we so desire. At the very best there is a long lag between building proposals and on-the-site employment.

Another way to gage the adequacy of our present reserve shelf of State and local public works is to compare it with the volume of such construction estimated for 1949—approximately 3 billion dollars. In other words, the reserve—2½ billion dollars—is smaller than the volume of construction expected for 1949.

If private construction should falter in the months ahead we are in no position to bridge the gap by expanding our program of State and local public works. The projects are not ready.

That statement is in no sense a forecast of future business trends.

Nor does it suggest launching a large scale program of public construction at this time. I do believe, however, that an adequate reserve, planned and ready, would be a powerful economic lever in time of need. Advance planning can provide that lever.

Here in Oklahoma City plans are going forward to meet the future needs of a growing and dynamic metropolis. Here and in other cities throughout the country problems of urban growth and redevelopment will challenge government and civic groups alike. Deeper insight and closer cooperation will be needed.

I have tried to outline some of the areas wherein the Federal Works Agency can join hands with you in this all-important task. I hope I have made clear our earnest desire to serve you.

Strategic Location of Industry

RALPH J. WATKINS, Director of Plans and Programs,
National Security Resources Board, Washington, D. C.

IT IS gratifying to have the opportunity to participate today, as a representative of the National Security Resources Board, in this conference on community planning.

Much of the success of the programs that have been undertaken by the Board for mobilization planning depend upon the voluntary cooperation of groups such as the American Planning and Civic Association. We appreciate your understanding of our task, and we invite your assistance and counsel.

I have been asked to talk this evening about the strategic location of industry, which is one phase of the Board's responsibility in the field of strategic relocation. And, because the pattern of industrial location profoundly affects community development, I know that we have a mutual interest in this problem.

Emergence of Strategic Factors in Industrial Location. Until recently American industry has been influenced in decisions as to the location of plants entirely by economic and business considerations. Transportation rates, proximity to markets, accessibility to raw materials, favorable labor conditions, and the availability and cost of power and fuels have been among the principal economic factors. It is, of course, true that the strength of the roots which tie men, machines, and money to where they are, has operated as a powerful force of inertia in overriding economic considerations. It is true also that the judgments of business management are fallible judgments, and, in consequence, many locational decisions have turned out to be erroneous decisions. Nevertheless, it remains true that, subject to the forces of inertia and fallibility of judgment, business management has sought locations primarily in terms of economic considerations. Today, however, with the advent of the atomic bomb and the development of long-range aircraft with the capa-

bility of delivering this bomb ultimately anywhere in the world, American industry in its planning must take into account the strategic factor.

Implications of Modern Weapons of War for Industrial Location. The implications of modern weapons of warfare which confront planning for industrial location may be stated as follows:

1st—Attacks upon the United States would seek to cripple vital industry as a means of destroying our capacity to wage war.

2nd—High concentrations of industry or population would constitute the most profitable targets for atomic or other mass destruction weapons.

3rd—No geographical location within the United States can be considered as ultimately beyond the range of possible enemy attack, although there are, of course, degrees of vulnerability.

4th—Because of the great economic cost of atomic weapons and the military effort involved in delivering them against a key target, an enemy would presumably concentrate his attacks upon the major industrial and urban concentrations or against vital military targets.

The Strategic Relocation of Industries. In the National Security Act of 1947, which established the National Security Resources Board, the Congress specifically charged the Board with the responsibility of advising the President concerning "the strategic relocation of industries, services, government, and economic activities, the continuous operation of which is essential to the Nation's security." This task is so appalling in its complexity that honest men can approach it only in deep humility.

The uprooting of populations and the wholesale movement of existing industries would obviously entail a staggering cost economically and could be achieved only by the exercise of totalitarian powers. There can be no thought of destroying the basic pattern of our urban civilization, no thought of peace-time mass exodus from metropolitan areas. We can hope, however, to encourage and accelerate the trends toward better spacing that are already under way. Those trends toward better spacing are seen in city planning, in urban redevelopment programs, and in the design of office buildings and factories. What they come to is a systematic attempt to minimize fire hazards and traffic congestion; to facilitate access and egress; and to provide more fresh air, sunlight, and space for both work and recreation. Is it not clear that these measures adopted for sound peace-time reasons are also protective measures against atomic weapons?

Better Spacing to Lessen Vulnerability. Fortunately, strategic relocation of industry also harmonizes for the long pull with observable trends—toward geographic decentralization of industry, toward suburbanization of industry, and toward location of new industries and plants in small towns and quasi-rural areas. All these trends will tend to lessen our vulnerability by providing better spacing—better spacing over our continental expanse; better spacing within industrial areas; and better spacing from plant to plant.

Currently each year American industry is spending 12 to 14 billion dollars for new plants and equipment. Much of this sum has, of course, been spent for additions to existing plants in highly industrialized centers. To an increasing extent, however, there has been a trend on the part of American industry to locate new plants in suburban areas, in the relatively undeveloped areas of the country, and in small towns and rural areas or in open country beyond the built-up sections of existing industrial centers. Happily, this trend coincides with what appears now to be the most effective defense against the atomic bomb—the dispersion of targets.

On March 16th, Mr. Sumner T. Pike, one of the members of the Atomic Energy Commission, in addressing the American Institute of Architects at Houston, said, "We must . . . realize that the best defense against an atomic bomb . . . is not to be there when it goes off. In other words, space is the best defense."

This objective of scattering industrial plants to lessen the vulnerability of industry may take one of several forms.

It may mean building new plants around the periphery of existing manufacturing centers, a practice sometimes referred to as "suburbanization of industry." Location in such cases takes into account proximity to other potential targets such as other plants, bridges, railroad yards, and storage depots, and also the nature of the terrain. As you may recall from the reports, at Nagasaki the hilly terrain confined the maximum intensity of damage to the valley over which the bomb directly exploded.

Another type of strategically desirable dispersion is the scattering of industry for better spacing over the continental expanse of our country. During World War II, for example, the concentration of airframe manufacturing plants on the West Coast and the concentration of airplane engine plants on the East Coast seemed to offer undue risks, and as new factories were built efforts were made to locate them in the Midwest, the Great Plains states, and the Southwest.

Trend Toward Better Spacing Over Our Continental Expanse. As I have indicated, strategic dispersion fits into the economic trend toward industrial decentralization which has been going forward in the economy for some time. Over the past three decades, or roughly from the period of World War I, decentralization of industry has been a discernible and growing phenomenon. The beginning date in World War I is not without significance. Although it is doubtless true that this process of decentralization of industry has been accomplished primarily through the free choices of businessmen operating in the climate of a free enterprise system, it must be remembered that the non-economic factors of war have been significant causal or accelerative factors.

World War II, in particular, effected a major reshaping of the geographic pattern of industrial activity. New war plant facilities amounting to about 20 billion dollars were constructed, the locations of which

were dictated by both economic and military considerations. New industries were established in the South, in the Gulf Southwest, in the Central West, and in the Pacific Coast states. Perhaps the most dramatic changes were represented by the high acceleration of industrial development in the Tennessee Valley, in the Gulf Southwest, and in the Pacific Southwest. Postwar developments show continued growth in these new industrial areas, and it seems clear that the war has permanently affected the geographic pattern of industry.

The Statistical Record. As a measure of these changes, let us take a look at the data on income payments by states for 1947 and 1940 as presented in the *Survey of Current Business*, published by the United States Department of Commerce. (The data for 1948 are not yet available, but it is unlikely that they will change the picture materially.) For the country as a whole there was a gain in income payments to individuals between 1940 and 1947 of 150 percent. The New England states, however, showed a gain of only 115 percent, and the Middle East states (the District of Columbia and Maryland northward to and including New York and including also West Virginia) a gain of only 122 percent. The Central states (Ohio westward to Missouri and Iowa plus Michigan, Wisconsin, and Minnesota) showed a gain of 146 percent, a little less than the national gain. On the other hand, the Southeast showed a gain of 184 percent; the Southwest (Texas, Oklahoma, New Mexico, and Arizona), 193 percent; the Northwest, 202 percent; and the Far West (Pacific Coast states plus Nevada), 191 percent.

The story is similar when we look at the gain in manufacturing payrolls between 1940 and 1947, also from data from the *Survey of Current Business*. The national gain in manufacturing payrolls was 176 percent, but the New England and the Middle East showed lower gains (respectively, 151 and 163 percent), and the Central states just equalled the national average, 176 percent. All the other groups of states registered gains above the national average: the Southeast, 204 percent; the Southwest, 235 percent; the Northwest, 207 percent; and the Far West 221 percent.

A Levelling-Up Process. Although industrial decentralization may be accompanied by an absolute decline in output in the given industry in the previous area of concentration, or even the gradual extinction of that industry in that area, that condition is exceptional in terms of our economic history up to date. The usual condition in the American economy, rather, has been one of continued but relatively slower growth in the older areas in comparison with rapid growth in the newer areas; or a stable level in the older areas or—in limited areas—a slightly receding level. In other words, industrial decentralization has been a process generally of levelling up the undeveloped or newer areas, and not one of any material levelling down of the older areas. Thus, the process itself and the trends over the past three decades have been and

are, in my judgment, healthy developments. They have contributed to a strengthening of the American economy, for peace as well as for war, and they have registered major gains in raising the standard of well-being in the economically less developed regions of the country.

Inspection of the per capita income payment data for 1947, from the Department of Commerce, in relation to the percentage change figures already cited, bears out the statement. It will be remembered that the New England, Middle East, and Central states showed below national average increases in total income payments and (except for the Central states) manufacturing payrolls between 1940 and 1947. But all three of these groups of states still show for 1947 per capita income payments considerably above the national average. In fact, excepting the Northwest and the Far West, they were the only three groups of states with per capita income payments above the national average. New England was 9 percent above the national average; the Middle East states, 18 percent above; and the Central states, 5 percent above. The Northwest and Far West were, respectively, 4 percent and 18 percent above the national average. By contrast, the Southeast was 33 percent below the national average; the Southwest, 18 percent below.

To put the matter in another way, we may look at the figures showing the percentage of total manufacturing wages and salaries accounted for by the New England, Middle East, and Central states as a combined group. Despite their relative loss between 1940 and 1947, these groups of states still accounted in 1947 for 78 percent of the national total. Their share in 1940 was 81 percent and in 1929 was 83 percent.

The newer industrial areas of the country still have far to go to match the standards of well-being in the older areas, but it is a healthy sign that they are on the way. And it is indeed fortunate that the processes of industrial decentralization in our economy are making their contribution toward reduction of inequality by making the poorer states richer without at the same time making the richer states poorer. And at the same time these processes of industrial decentralization are lessening the vulnerability of the Nation through a more dispersed pattern of industry.

Taking the Profit in Better Spacing. Commissioner Pike of the Atomic Energy Commission in his recent speech in Houston put the problem of strategic location this way:

> It is right and proper that we should take into account the new hazard of warfare that results from the release of the unprecedented blast and heat of an atomic bomb as well as the unseen radiation. It is also important that we pay close attention to the strategic dispersal of our key production centers, weighing this factor with all others in trying to improve the efficiency of our production machine. But it is immoral and infamous for us to abandon the basic promise of our national life by diverting our means and our energies into such proposals as putting steel mills underground and dislocating our economy in an attempt to gain at best partial protection from an uncertain hazard.

We should have a strategically more desirable dispersal of our centers of production, but the economic factors which influence such a distribution are far more compelling than the possible avoidance of an atom bomb. This means simply that when we have good economic and social reason to move industries, we move them, taking all the profit which accrues in reducing strategic vulnerability.

Let me add that to me that statement makes good sense.

In summary, we of the National Security Resources Board believe with confidence that the healthy trends toward better spacing which have been, and which are now, observable in our economy will raise our economic potential and strengthen our free society—and, at the same time, provide sensible protection in the Atomic Age. The problem calls for time, for cooperation, and for counsel and exchange of information among government, industry, and local and state planning agencies.

The Influence of Streams on Community Planning

MAJOR GENERAL LEWIS A. PICK,
Chief of Engineers, U. S. A., Washington, D. C.

I CONSIDER it highly appropriate that my first appearance as Chief of Engineers before a national group should be at a meeting sponsored by the American Planning and Civic Association, whose purposes and objectives are so closely akin to those of the Corps of Engineers.

For in our own language, to "engineer" is to plan—to lay out—to guide. And throughout the ages, the engineers have been the planners.

From the earliest stages of our own country's development, the Army Engineers have been planners of the national progress. They planned the Colonial fortifications that protected our shores. They planned the improvements of our coastal harbors. As settlement moved westward, they charted and planned the water routes that were the highways into the wilderness. Still later, they surveyed and planned the routes of our now great transcontinental railroads.

As their responsibilities have been extended by the Congress, they have continuously engaged in the planning essential to the control of our unharnessed streams, and the basin-wide utilization of our vast water resources.

City planning, too, is a responsibility of the Corps of Engineers. Under our civil works program, we are called upon to layout and construct sizable communities. These model, blueprinted communities—usually remote from established towns and cities—house the thousands of workmen and their families engaged in the construction of our large projects.

In our military work, we plan and build complete cities for the Army. These cities often have populations of 10 to 30 thousand. They contain all the facilities—including schools, parks, playgrounds—offered by other modern communities. Oak Ridge, Tennessee—planned

and constructed by the Army Engineers during the war—had a population of 75,000. Today, it remains one of the largest and most modern cities in the state.

But always in the lexicon of the Corps of Engineers, planning and action have been synonymous.

And if there is any one thought above others that I should like to leave with the planners assembled here today, it is this: Planning is more than designing. It is more than arranging a program or outlining a procedure. It is more even than translating ideas, hopes and dreams onto paper as working blueprints.

Planning is a *method of action.* Action is the keynote—the end purpose. Vision—Planning—Action. These are the triad of all progress. But it is *action* that breathes them into life.

Planned control and basin-wide utilization of our water resources is a natural step in America's development as a strong and prosperous Nation. For from the very beginning, the rivers and streams of our country have influenced the destiny of our cities.

Beginning with the first settlement at the mouth of the James River in Virginia, and continuing with the westward surge of population over the Alleghenies, and across the Great Plains and mountains of the West, the rivers afforded pathways through the continental wilderness. They gave direction to its conquest.

Small settlements established at strategic river valley locations have grown with the Nation to become the great industrial centers of the world. The river basins, which less than a century ago were sparsely inhabited, today support populations which run into many millions. Water power—the expansion of agriculture in the rich river bottoms—transportation—and the production of raw materials near their source —have been the cornerstones of our unprecedented increase in capital investments and population.

And today these same rivers remain the most important resources of this Nation.

Yet progress—community and national growth—was not without new and certain demands. Man-made structures necessarily encroached upon the rivers' natural flood plains. And periodically the rivers struck back.

We learned from experience that virtually any stream at any time may become a devastating agent of death and destruction. And on virtually all rivers, the works of man have increased the cost of these disasters when they come. Mounting flood losses result inevitably from industrial development in our river bottoms—from growths in populations, with corresponding increases in agricultural and urban land values.

The situation that developed contained neither good economics nor good sense.

Whether we liked it or not, we had progressed from the individual effort that was for personal and family benefit to one in which effort and enterprise are cooperative and directed toward the larger benefits to the community, the State, and the Nation.

The development of our national water resources demanded a new kind of study. It needed planning and regulating from the national standpoint. And a first step toward this coordinated control, conservation, and utilization was the control of floods.

In 1927—immediately following disastrous floods on the Lower Mississippi River—the Congress provided the means for such a program. By Act of Congress, the Corps of Engineers was authorized to survey essentially all of the major rivers of the United States. We were directed to formulate plans for the most effective improvement of these streams for the purposes of navigation, flood control, irrigation, and efficient development of hydro-electric power.

This Act—with numerous subsequent acts—provided the basic legislative authority under which flood control and related river-basin improvements are being accomplished by the Federal Government today.

As a result of its authorized studies, the Corps of Engineers now has available up-to-date comprehensive plans of improvement for essentially all of the rivers of the United States. These comprehensive plans and surveys form the actual basis for general Federal flood control legislation. Moreover, they have been—and continue to be—used extensively by many state and community agencies concerned with water resources planning.

And the Corps of Engineers keeps its plans up-to-date—in phase with changing conditions. A close coordination is maintained with other Federal agencies, and with the states and local agencies of the respective river basins.

We *know* that the control of our streams for the protection of property—for improvements that provide cheap waterborne transportation—for the storage of water for irrigation to increase agriculture productivity—and for the use of water over and over again for the production of electric power to supply industry, farms and homes—we know these are all sure ways of expanding our economy—of improving our opportunities under the democratic way of life.

Consequently, both our studies and our projects include benefits other than navigation and flood control. This makes sense. For the projects are, and should be, for the greatest possible benefit to the greatest possible number. It is certain, or so I believe, that virtually all large dams of the future will impound water for multiple uses.

Today, flood control on a nation-wide basis is in its infancy. Floods still occur. And, unfortunately, their spectacular nature and destructiveness often overshadow the effectiveness of our completed projects.

Yet, the Federal flood control works completed over the country to date prevent an average annual flood loss of more than 343 million dollars. This estimate is based on present price levels, and the present degree of river-basin development.

It is a good beginning. But destructive floods continue to occur in most of the river valleys. It is estimated that the average flood damage to be anticipated throughout the country under present conditions is about $466,000,000 annually. Planned flood control works, together with those under construction, will, when ultimately completed, prevent 75 percent of this damage.

In addition, comprehensive plans now authorized for river basin development will—if carried to completion—result in the ultimate improvement of all navigable rivers for navigation.

There are today 27,000 miles of improved inland waterways in the United States. The Corps of Engineers has constructed—and regularly maintains—400 locks and dams. We have deepened, and maintain, the channels, turning basins and anchorage areas of 190 harbors along our coasts. Ocean port channels now range up to a depth of 50 feet, to accommodate modern tankers, freight ships and ocean liners.

On the basis of present development and requirements, it is estimated that the waterway improvements existing, and contemplated in the over-all plan of development, will produce transportation savings of approximately $475,500,000 annually. The greater part of the commerce carried by these waterways will continue to be bulk commodities—coal, grain, bulk petroleum products and fertilizer. For example, the extension of efficient barge navigation on the Missouri and other western rivers will provide a means for the economical shipment of fertilizers and fuels to the vast agricultural regions.

These improvements and benefits have a direct relation to the economic and physical planning of civic improvements.

One of the most pressing needs of our industrial and agricultural economy today is electric power. Yet, according to our studies, there remains in the river basins of this country a feasible potentiality for the development of approximately eight million kilowatts of power, over and above that now installed.

Plans developed by the Corps of Engineers contemplate the development of approximately 75 percent of this undeveloped power. Such a large development—about 57 million kilowatts—will, of course, take place over a long period of time. Progress is planned to anticipate the requirements of industry and population, and to keep pace with other aspects of water resource development.

However, the procedures by which this valuable resource is developed and disposed are matters for Congress to determine.

In formulating our river-basin plans, the Corps of Engineers must, by the very nature of the studies, consider the basin as a whole. The

plan must first be economically justified. It also must be based upon the sound axiom of democracy that the best plan is that which brings the largest number of benefits to the largest number of people. Yet, with more than a hundred years' experience in civil works, the Corps of Engineers remains acutely aware that our river basins are composed of cities and village and farming areas, and that it is these localized areas that give purpose to the plan.

Consequently, the heart of all Corps of Engineers planning is to achieve adequate protection and a balanced program for community uses of our water resources.

Our plan for development on any one stream is a flexible one. It is amenable to modification and change whenever the need is shown. On specific community problems, we work in close cooperation with state and local officials and interests. We do this with the full realization that our projects have a tremendous influence on the community's future development.

For example, here at Oklahoma City, as in other cities, Corps of Engineers activities have a major effect on planning for the city's development. The city is dependent on the North Canadian River for its water supply—a major factor in the life of the municipality. The river flows through the city and, when in flood, damages or destroys property, disrupts communications, and causes needless suffering to those persons living in the flooded area. The stream uncontrolled has an unpredictable effect. It can be beneficial—or it can be harmful.

The local flood protection project for Oklahoma City—operating in conjunction with upstream reservoirs—will not only prevent losses from floods in the area, but also provide other major benefits. It will increase appreciably the value of existing buildings and improvements, and the value of the land in the area. It will facilitate the drainage of the river valley throughout the length of the project, resulting in reduction or elimination of breeding places for flies and mosquitoes. Reclaiming of the land in unsanitary areas will improve the general public health. Once the fear of floods is removed, certain areas may be beautified into recreational parks and drives.

Other benefits will result, such as increased return in taxes—as direct result of increase in property values. Industrial expansion will be encouraged in protected areas adaptable to development for such purposes, because of the proximity to existing transportation facilities.

As many of you know, prior to my appointment as Chief of Engineers, I had served—with time out for a wartime assignment in Burma and China—since 1942 as Division Engineer of the Missouri River Division. I have had opportunity to see the influence that our program for the development of the Missouri River Basin has had on community development and planning. And I am happy to say that the influence has been wholly for the good.

Towns and cities that have lived in fear of periodic inundation are today planning civic developments for a flood-free future. Area declines in population have been checked, and upward trends are noted as people foresee relief from harassment by floods and by drought.

Sioux City, Iowa, with assurances of a stabilized water front, is going forward with plans for riverside fills to provide location for a civic auditorium, and for rerouting a main highway that now goes through the city.

At Omaha, Nebraska, in 1943, the municipal airport was under eight feet of water, and the city had under consideration the costly necessity of providing a new airfield in another location. The protection to be afforded by the control and development of the Missouri River has permitted the city to plan and initiate expansion and improvements of the existing port.

At the Kansas Cities, expanded industrial areas are developing behind flood walls and levees, which, with the reservoir systems under construction, will render harmless the destructive floods of the past.

Throughout the vast Basin area, hopes are high and new plans are going forward in many communities whose progress has long been retarded by uncontrolled streams.

In the East, at Hartford, capital city of Connecticut, the Corps of Engineers' flood control project not only brought the primary benefit of flood protection to the city, but also made it possible for the city to convert one of its most unsightly aspects into an asset worthy of great local pride.

The Park River flows through the beautiful grounds of the State Capital, and the downtown business section. It was an unsightly stream at low water season and a menace in flood time. The Corps of Engineers' project for the Connecticut River took this specific local problem into consideration. Today, the Park River flows *under* the downtown area on its way to join the Connecticut. Encased in a concrete conduit, the river is no longer dangerous or unhealthy. A broad avenue extends on the street level above the conduit. A new park area has been developed, and the pumping station required in connection with the conduit has been given special architectural treatment, so that it blends well with other buildings of the area. This work was done in cooperation with the city of Hartford, which provided a part of the funds.

But important as local protection is to local communities, the benefits which derive to the communities and agricultural areas from Corps of Engineers river-basin development extend to a much wider field. And if these additional benefits are secondary, they were not unimportant.

Each river-basin plan includes a series of dams and reservoirs. The water impounded in these reservoirs during flood periods is subsequently released for such beneficial purposes as navigation, hydro-electric power

production, municipal and industrial water supply, pollution abatement, irrigation, and fish and wildlife preservation.

The reservoirs are often several miles wide and many miles long. They are great man-made lakes. And as they are completed, they are materially reshaping the development of many communities.

For in the reservoir areas, the Corps of Engineers is authorized by Congress to construct and operate public parks and recreational facilities. The water areas are open to the public without charge. Consequently, today, in once arid regions of the West, thousands of men, women and children who previously knew little or nothing about boating, swimming and fishing are enjoying these healthy activities.

Not too far from Oklahoma City, at Denison Dam, on the Red River in Texas and Oklahoma, more than two million people visited and enjoyed the recreational facilities of the reservoir in 1948. Towns in the lake area are feeling the beneficial impact in their economic development. And this region—you will remember—was, in the 1930's, a part of the notorious "dust bowl."

A primary consideration in planning adequately for a balanced use of water resources is municipal water supply. Our plans seek to fit the remedy to the problem. Often a community's water supply can be provided through extra storage space in a reservoir. Other communities are now obtaining their water through our regulation of river flow. We reduce a river's flow in time of flood, and increase the flow during dry periods, when the river is at low stage. A stabilized flow frequently meets a municipality's need in encouraging population and industrial growth.

The influence of our streams on community planning and on rural area planning is extensive—the possibilities for good are virtually limitless. The Corps of Engineers is vitally concerned with our streams—with the coordinated control and use of their water as one of our most valuable resources.

It must be realized, however, that Federal agencies exist and function only at the will of the people. Therefore, cooperation at the Federal level cannot be wholly effective unless it extends to, and among, the people who are responsible for the agencies, and who benefit from their works.

Your organization, with its wide-spread membership, is dedicated to the improvement and development of our land and water resources. The Corps of Engineers seeks your continued cooperation in planning for the maximum conservation and development of these resources.

Importance of Planning and Building Urban Road Systems and Requirements Therefor

JOSEPH BARNETT, Chief, Urban Road Division, Public Roads Administration, Federal Works Agency

I CANNOT too strongly commend the American Planning and Civic Association and other planning organizations of national, state, and local character for the excellent work they are doing in awakening all citizens to the need and advantages of advance planning and then keeping us awake. It is almost axiomatic in our American way of life that an idea or a product, no matter how meritorious, must be sold and once sold requires constant and sometimes increasing effort to stay sold. We in the highway field have been in a peculiarly advantageous position to observe the effects of advance planning and of a lack of it. Changes in many human endeavors which affect and are affected by planning, such as housing and agriculture, are gradual and of a long-range nature. Changes in the motor vehicle have been rapid, indeed startling, and the same can be said of the techniques of highway design and construction and of the methods employed in learning about driver behavior and traffic needs. Only about a quarter century ago many miles of our highways were improved without even taking a simple count of traffic and traffic engineering was distinguished as a separate branch of the profession of highway engineering only perhaps 15 or 20 years ago. Because of rapid change we were in a position to note the benefits of advance planning in arterial routes which continue to serve us well in accommodating ever-increasing traffic needs. That same advantageous position also had enabled us to see the results of poor planning or lack of planning in highways which became obsolete and had to be reconstructed or replaced long before the physical plant wore out.

This is particularly so in cities where the cost and difficulty of widening have been deterrents to modernization of the arterial routes which developed originally as streets which are extensions of intercity routes. They generally are lined with commercial establishments. The routes serve several types of traffic which interfere with one another. Arterial route traffic wants to move fast and not stop at all. Neighborhood shopping traffic wants to move in the same manner but only as far as the commercial establishments and stop right there. Buses and trolleys want to move as rapidly as possible but stop frequently to pick up passengers. Cross traffic wants to cross without stopping at intersections, and pedestrians want to cross everywhere. Congestion increases as one approaches the center of the city because traffic builds up to higher and higher volumes; width decreases because of increasing cost of right-of-way; and intersections become more frequent with higher volume of cross traffic. Street capacity drops sharply just where volume increases and congestion begins. These streets are inefficient and

difficult to control, and present far from a pretty picture with their heterogeneous types of roadside development and blatant signs vying with one another for the attention of travelers. The accident experience is high, particularly for pedestrians, who form an important item in the conglomerate traffic pattern.

The solution for this phase of the problem seems to me clear-cut. If the arterial traffic is provided with separate free-flowing facilities which lead toward and through the central areas of our cities, traffic needs will be satisfied not only for arterial traffic but for the local shopping traffic since the existing commercial streets will then revert to their originally intended use. Transit operation of a local nature will be improved by releasing these streets for their use. A new type of transit operation also will be possible on the free-flowing arterial routes in the form of express type of operation with fewer stops than on local streets.

The location and design of arterial routes, be they expressways or of a less costly type, are not simple matters. They can have a profound effect on the city's development. Their location should be determined first and foremost by the needs of arterial traffic, but it is necessary to go beyond this. In effect, the locations of arterial routes should be studied along with studies of all other phases of city planning. Like all other human beings, city planners do not always agree among themselves. However, one item which they all appear to favor is the development of self-contained neighborhoods. The location and design of arterial routes can assist neighborhood development. By forming the main transportation artery between them and the central business district and between neighborhoods they determine their worth insofar as accessibility determines worth. But beyond that the location can act to stabilize the neighborhood and act as a buffer between it and other areas such as those of industry. The design should conform to the spirit of the neighborhood, enhancing adjacent land values, and minimizing the adverse effects of large volumes of traffic. Another particularly important relation is that between the locations of arterial routes and their effects on existing streets and on the need and availability of terminal facilities. When analyses of these problems are made and properly coordinated, the work can proceed with reasonable assurance that the expenditures will bring huge returns in the form of relief of traffic congestion and accessibility of desired destinations, particularly those in the central business districts.

Analyses of these problems must be based on factual data and not just opinions. We have heard a great deal about ivory tower planning and long haired planning. It is unfortunate that a few wild-eyed broad plans which might ignore the realities can bring discredit on broad planning generally for the city plan is a most necessary instrument for insuring that each improvement will fit into an over-all integrated

plan and thus give the greatest service for the minimum cost. The plans which appear to give best results are not those which start as broad over-all plans but those which are built up piece by piece from the compelling and overwhelming desires of individuals in great numbers. That is why we recommend the obtainment of origin-destination data, traffic trends, land development data, and all the other necessary factual data before locating arterial routes in cities and integrating them in the city plan. The expenditures for improvements on arterial routes in cities are large. Not only are initial expenditures high, but a location once accepted and agreed upon commits public officials to a long-range program of improvement involving comparatively large sums of money. The foundation for such a program should be sound justification based upon factual data, benefits to traffic, both arterial and other traffic affected thereby, and benefits to the city as a whole.

Planning survey organizations of the various states have cooperated with the cities and Public Roads Administration in making comprehensive traffic surveys in over 105 cities. Preliminary engineering reports, which describe the problem and give suggested solutions for all interested agencies to see and discuss and thus arrive at agreement on a program of action, have been made or are in process in about 120 cities. It is gratifying that the cities of Oklahoma were among the first to measure and analyze traffic needs and were such a source of information and encouragement for cities elsewhere.

The conclusions resulting from the analyses of so many cities which have widely different problems are remarkably alike. Not the least important is the contradiction of the theory, accepted as late as a decade ago, that by-passes would relieve traffic congestion in cities. The data show that the bulk of the traffic approaching the larger cities is destined for points within the city itself and, for that reason, cannot be by-passed. Commonly, less than 10 percent of the traffic approaching cities of more than 300,000 population is destined for points beyond the urban area. By-passable traffic is about 20 percent in cities with populations of from 10,000 to 300,000, and only in communities of 2,500 or less does the by-passable traffic normally reached 50 percent of the total traffic approaching the city. By-passes of smaller cities are useful, particularly if these cities are not too distant from larger cities, but in the large cities most of the traffic has origin and destination in the cities themselves and relief of traffic congestion can come about only by a broad attack, an important element of which is the development and improvement of routes through the cities. These routes need not be located directly through the central business districts. Right-of-way costs would be excessive and a central business district is and should remain a compact commercial neighborhood. The routes, however, should be located as close to them as possible to attract and drain off the 40 to 50 percent of traffic the destination of which is not in the

central business district but beyond it. The factual data supporting this conclusion are also surprisingly consistent.

Once general location and general type of facility are agreed upon we slide out of the realm of planning into that of design. The line of division is not very sharp. Indeed, both endeavors must overlap considerably; the planner must ever keep in mind that broad plans ultimately must be translated into reality by the designer and constructor and the designer must ever keep planning objectives as the reason for his work. Design requirements are best expressed in a set of principles which follow: (a) The facility must fit traffic needs; (b) traffic operation on the complete facility must be free flowing and safe; (c) the path of the individual driver (at least that in a major traffic movement) should be as direct and simple as feasible and the required actions on his part be natural; (d) the operation should be flexible so that a driver will have a wide choice of destinations; (e) the facility should be flexible so that it can fit into any reasonable future change in the traffic pattern and so that it can be connected to important traffic facilities that may be provided in the future; (f) the facility should be integrated with the city plan; (g) there should be a wide distribution to the street system; (h) stage construction and development of short usable sections should be practicable; (i) it should be possible to maintain traffic adequately during construction; (j) disruption of existing transit facilities, railroads, and utilities should be kept to a minimum; (k) important structures such as major bridges and buildings should be left intact; (l) the design should envision connecting the free-flowing facility to similar facilities beyond the immediate area of the problem; (m) the cost must not be out of line with the service rendered; (n) maintenance of the facility will be nominal; and (o) the completed facility should be pleasing in appearance.

Of immediate importance in the rate of progress likely to be made in the development of free-flowing arterial routes are the obstacles of acquiring right-of-way and when once acquired, of clearing it, particularly where housing units are affected. Because of the acute housing shortage in most municipalities general dispossession is unthinkable and considerable patience on the part of administrators is necessary. The individual home owner finds it hard to understand the economic implications of further delaying the highway program and the serious effects on the community if congestion is not relieved soon. Every effort will have to be made to progress the work so that a minimum of hardship will be experienced by those required to give up their homes. Satisfactory results will be attained only by the full cooperation of all interested organizations, particularly the departments of the city government, other city organizations, such as real estate boards, and the State highway departments. The city organizations can help materially by aiding residents to establish themselves in new quarters where necessary

and at times to house them temporarily while buildings are being moved or other steps taken for housing them. Measures of this nature have been undertaken in a number of cities. The State can also contribute to the welfare of occupants by programming its work to conform to the time and manner in which the right-of-way becomes available. For example, certain structures, such as grade separations and walls, can be constructed in advance of other work which requires demolition or moving of homes, thus postponing the time when it will be absolutely necessary for tenants to be relocated.

In acquiring land for arterial route improvements it is inconceivable to me that we can long continue the past practice of doing so without providing adequate protection for the highway. A road without protection attracts roadside businesses which detract from the appearance of the roadsides and with their competing efforts to attract attention form the disgraceful looking approaches to most of our cities. Of far more importance is their depressing effect on traffic in that they decrease capacity and increase hazard. As traffic increases in volume and it becomes necessary to widen the road, the very roadside businesses which contributed to the necessity for widening prevent it because of the costly improvements which would have to be sacrificed. A new location then becomes the only alternative; costly to the public and costly to business which then is forced to compete with competing businesses on the new road. The succession of events has been repeated so often that the pattern is quite clear.

I dare say there is hardly a community which has not an example of a new road on which travel was efficient, pleasant, and safe when opened to traffic and has become inefficient, nerve-racking to the driver, and highly hazardous as roadside businesses lined the right-of-way. Why should we continue to make huge investments in our highway plant and see their value drop from the day the facilities are put to use by continuing reduction in capacity due to obsolescence; not the type of obsolescence commonly associated with plants and equipment but that due to increasing interference from the roadsides? Why, indeed, should we continue to tolerate such a program when it is avoidable and such avoidance results in benefit to all; to the State in enabling it to meet its obligations to satisfy highway needs with limited revenue; to the municipality in stablizing its arterial routes, to the business community in avoiding the establishment of competing businesses springing up on the new route; and to road users in reduced cost of operation, saving in time, and reduction of accidents?

The protection of an arterial highway and the avoidance of obsolescence are best accomplished by authority to control access. With adequate authority both as to controlling ingress and egress and as to controlling the roadside development considerable economy can be effected in that the required width is less than when such authority is

lacking. In addition, the entire width for the ultimate development need not be acquired initially. Without control of access by adequate State legislation the State highway department can provide for protection of the facility only by acquiring a wide right-of-way sufficient for both the highway pavements with necessary appurtenances, such as shoulders, and frontage roads for the servicing of adjacent property and for providing circulation for any streets not permitted to cross the highway. Width is also required for the protecting strips between the frontage roads and the through traffic pavements. Not all this land need be acquired initially. Adequate legislation for zoning, setbacks, and roadside use will made it possible for the State highway department to acquire only enough to construct the highway and leave the remaining width in private ownership subject to normal use, such as farming, with assurance that when widening is necessary the cost will increase only to the normal increase in land values and not instead be prohibitive because of expensive improvements constructed thereon in the intervening period.

Controlled access highways are now sanctioned by legislative act in 26 States, by constitutional provision in one State, Missouri, and by judicial decision in one State, Minnesota. In 18 of these States, the statute specifically identifies controlled access highways with State highways. The legislation in 16 States to varying degree authorizes agreements between State highway departments and municipalities regarding controlled access highways and the consent of the city is frequently required. In some States, legislative authority with respect to controlled access highways is limited to designated cities of a stipulated population. For example, in Oklahoma, cities over 5,000 population are authorized to act, more or less independently, though cooperation with the State Highway Department is permitted.

With adequate access control an orderly, permanent development of a highway transportation system in urban areas is possible. But it can come about only through the whole-hearted cooperation of the State highway departments, the counties, and the communities themselves.

The Location of Interstate Highways in Cities

HARLAND BARTHOLOMEW, City Planner, St. Louis, Mo.

APPROXIMATELY one billion dollars per year is now available for construction of highways. This sum represents the amount of Federal appropriations ($500,000,000 per year for the first three post-war years and $450,000,000 per year for the two subsequent years) and state matching funds customarily provided by state gasoline tax and license fee funds. A portion of these funds can be used in cities for the construction of interstate highways as provided by the National Highway Act of 1944.

Considerable controversy in some cities has arisen over the location, design and cost of these interstate highways. This is unfortunate because the availability of these funds should be of immeasurable aid and assistance to cities. Such was the intent of the program, and nothing since has intervened to alter this objective. The difficulties that have arisen stem from the interpretation and administration of the program, originating perhaps at the state level in many instances and supplemented by misunderstanding at the local governmental level. In support of this assertion attention is called to the following statements in the report of the National Interregional Highway Committee which set up this program:

> The interregional routes must be so located as to conform to the future shape of the cities, insofar as this can be foreseen, as well as to the existing pattern of urban centers.
>
> What the city will be like in the future depends on whether future development is planned or haphazard.
>
> It is highly important that this (program) be so applied as to promote a desirable urban development. If designed to do this, the new facilities will . . . grow in usefulness with the passage of time.
>
> The State Highway Department should have the primary responsibility of determining the detailed location of routes leading to the city . . .
>
> Selection of interregional routes within and in the vicinity of a city should be made cooperatively by the State highway department and appropriate local planning and highway authorities and officials.

From these statements it is apparent that there was no intention by the Committee or subsequently by the Congress, nor is there any intention by its administrative agency, the Public Roads Administration, to force the cities to accept location of routes according to some arbitrary formula. The Public Roads Administration is desirous of seeing that these funds be used to the utmost benefit of cities. Here the real "hitch" develops. What particular type or character of improvement project will be most beneficial and whose judgment shall govern?

The answer to this question is that the local community should determine the character and location of a project within each city. Federal and state approval is required, of course, but this should not be an obstacle if the project is wisely selected. After all, the gasoline tax and license fee funds are paid by the city taxpayer (only a portion of

which is being thus returned) and the project is for use by the urban resident.

Selection of routes in cities cooperatively by the state and "appropriate local planning and highway authorities and officials" means that the local community should make the decisions subject to approval by the State highway officials that the route complies with established standards of width, gradient, curvature and such and is a reasonable and logical project. The State is the agent for disbursement of Federal highway funds and hence should approve projects while they are in the initial planning stage. A local community can only express itself specifically in these matters through a public official or an official commission. That is why the Interregional Highway Committee deliberately used the language quoted above. In practice this means that selection of interstate (interregional) routes in cities should be made by a local planning commission and the city engineer (or officer most nearly corresponding thereto). The matter is much simplified where the city engineer is a member of the planning commission, as he should be. This of course presupposes that the local authorities and officials know their city and its problems. Usually they do.

Of incalculable value in a matter of this nature is a comprehensive city plan that has envisaged the future growth and development of the city. Where such a plan exists there should be relatively small loss of time and effort in determining the location and character of the initial interstate highway construction if, in fact, it is not already shown on the comprehensive plan. Where there is no well prepared official comprehensive city plan there are potentially endless opportunities for controversy over the location of an interstate route. Unquestionably this lack of adequate city plans is the root cause of most of the difficulties that have presently developed. These difficulties may never be resolved satisfactorily unless and until an adequate comprehensive city plan has been prepared and adopted.

Long Range Program. The extension of Federal highway aid to cities is intended to be a continuing program. Our fine state highway networks are the result of many years of planning and successive annual appropriations. The new urban highway program can be similarly developed. It is not conceived as a brief undertaking limited to one or two spectacular projects. Viewed in this way we can visualize a truly great accomplishment in the course of ten to twenty years.

Need For More Facts—The Traffic Survey. We know that the predominent traffic movement in cities is on arterial routes leading to and from the central business district. We have had little information as to the character and extent of other types of traffic movements such as the amount of through traffic passing daily through the business district, crosstown traffic flows, the manner of distribution of state highway traffic within city areas, and the like. There is need for detailed informa-

tion of this character. This information can now be secured by an origin and destination traffic survey paid for from the Federal and state highway funds. It is indispensable to an understanding of traffic flow and of highway needs in order to plan most effectively.

Traffic Flow Not Sole Determinant. There are many factors to be considered in determining the design and location of an urban traffic facility such as an interstate highway. The volume of traffic is exceedingly important but it may not be controlling in every instance. An illustration from our experience in St. Louis will help to demonstrate this point as well as certain additional pertinent considerations.

The City of St. Louis is elliptical in shape with the central business district on the outer river boundary. It is apparent that practically all desire lines in any origin and destination traffic survey would be found west of the business district. To place an interstate highway along the west boundary of the business district would add congestion where too much already exists. It would have the effect also of causing a shift of property values westward. Our city plan has long shown express highways leading northwest and southwest from the *east* edge of the central business district. This will have several benefits. First, it will stabilize values in the business district. Next, it will relieve congestion now too much concentrated on the west. Last, and most important, it will open up an entirely new facility for both vehicular and bus traffic and greatly augment present mass transportation facilities free from conflict with present facilities. These are substantial advantages. They are benefits to be derived from good planning and are not based strictly upon existing traffic flow.

We can create new accommodations with profit in many instances. Such opportunities will be revealed only indirectly by analysis of existing traffic flows.

A further advantage of the route selected in St. Louis is that it will be possible to construct a large automobile parking facility at a location on the riverfront where access will be unhampered by conflict with other traffic flows.

Now it is not intended by these statements to imply that St. Louis will not need a separated grade thoroughfare somewhere to the west of its central business district. In fact we are convinced there will be need for such a facility in years to come, especially if traffic continues to grow in volume. A study of the traffic count plus knowledge of local conditions and trends indicates the ultimate need for three north-south expressways, all of which have been added to and are now shown as a part of our major street plan.

Central Expressway Loop. As part of a long range plan for relief of traffic congestion in most large cities, it is apparent that an expressway loop will be necessary to accommodate through traffic and to reduce truck movements in the central business district streets. This loop

should become an integral part of the interstate highway plan. The location of this loop and the timing of construction will be exceedingly important from the standpoint of stabilization of property values, adequate interchange of traffic with central business district streets, construction of parking facilities, and the like. It will become a dominant element of the city plan.

Interstate Highways in Cities of Different Size. The Interstate Highway System will serve directly all large cities and many of both medium and small size. Some cities, such as Dallas, will be served by several interstate routes, while others will be served by but one or two. Figure 31 in the report of the Interregional Highway Committee shows suggested locations in cities of different size. In small communities the interstate route will be a by-pass but connected to the business center by an adequate surface route.

In the city of medium size where there is but one interregional route this is carried directly through the city close to the business district and is supplemented by a circumferential by-pass route around the city.

In the large city there will be several interstate routes, all expressways, a circumferential route by-passing the whole city, an expressway loop around the business district, and one or two crosstown connections—all coordinated with the city's major street system.

Each of these diagrams represents a completed program. Its ultimate realization will require quite a number of years.

Growth of Traffic. The volume of traffic on city streets has grown constantly for many years. It will continue to grow at least for another ten or fifteen years until it reaches approximately double the pre-war (1941) volume. Cities have endeavored to keep abreast of demand by developing major street plans having greatly enlarged capacity. In some cities these plans have met present needs fairly well, but in others, Los Angeles for example, the volume of traffic has become so great that the time delays incident to surface operation necessitate the development of an independent new system of expressways. If mass transportation facilities are properly coordinated therewith the new system can be of incalculable advantage to the city. A vast saving can be achieved also in avoiding the cost of an independent subway system for transit operation.

Cost and Timing. The five interstate highways entering St. Louis have been transposed into three arterial routes and three crosstown connections. These should meet the needs of this city for an indefinite time. The interstate highways constitute 21.78 miles out of a total of 303.54 miles in the city's major street plan. Not all of our problems will be solved but only one serious problem remains to be met, a local expressway that can possibly later be incorporated into the state system, plus five or six bottlenecks that can be eliminated by independent grade separation structures.

Our first construction in St. Louis is a leg 1½ miles long leading southwest from the central business district. The next will be a similar leg leading to the northwest. These will break our big traffic jam and will represent an approximate 6-year program. The whole interstate program, arterials and crosstown, will take approximately 43 years to complete unless costs are substantially reduced or Federal and state fund allocations are increased (which can be done without increased total appropriations) or both. These, of course, would speed up the program.

It is important here to note that the funds in this instance are being used really to relieve a local traffic problem, albeit the routes are interstate in character. This has been done with approval of Federal and state authorities and illustrates what might be done elsewhere.

In Missouri, the state requires the city to pay one-third the cost of right-of-way of an interstate route. This works out to be somewhere between ten and fifteen percent of total cost according to present estimates. We do not consider this unreasonable since it is less than what has been spent in many previous years to provide better streets for traffic flows.

Stage construction is helpful to all concerned because it permits long range planning and budgeting.

While it is too early to make accurate forecasts of trends in the overall program, it is apparent that traffic volumes will not always be sufficient to justify separate grade construction. Thus there should be sooner or later limited approval of use of funds for feeder and distributor routes and connections where such are shown to be critical needs. Likewise, the separated grade expressway may not be required initially throughout the full length of the urban interstate routes.

Automobile Parking. Central business districts in cities of all sizes are now crowded and short of automobile parking space. To introduce large new volumes of traffic without attention to the parking problem is highly unwise. If our central business districts are to survive they must have far more parking space. This is a problem requiring much careful study and bold planning. The location of the interstate highway is a most important consideration in any such plan. It should not be placed tight against one side of the business district, for example, or at least until it has been coordinated with proposed major parking areas and approaches thereto.

Conclusion. It will be observed that in the foregoing discussion no fixed rules or formulas have been offered to govern the location of interstate highways in cities. That in itself would be unfortunate. The interstate highway is not, per se, a new panacea to remedy the urban traffic problem. It should not be thought of as a new type of separated grade highway to be projected from the rural fringe to the central business district, although unfortunately this impression may have become too widely held.

The interstate highway program in cities is intended to help relieve local traffic congestion problems. It can do this because these Federal and state routes serve downtown areas. By separated grade construction where congestion exists, by new construction to open up new capacity and relieve overcrowded routes, and by doing this as an integral part of the major street plan, immense advantage and local benefit is to be gained.

A well prepared city plan will disclose where interstate routes should be located, as well as something of their form and character. We should view the interstate highway program as long range, with limited annual mileage construction perhaps, but of cumulative potential value in the course of one or two decades similar in degree to the early state highway program. These have developed into well integrated useful channels of transportation for an ever-growing volume of passenger and commercial vehicles. The interstate highway program can do much more for our cities than is presently appreciated. It is merely a new planning aid. We have not begun to realize its significance or value. True, we need to use it wisely, but that is our job as planners to demonstrate how.

It has frequently been suggested that the program should be extended to include parking areas. It probably should. Then, too, being a long range program, there is need for ways and means of protecting projected rights-of-way. Without such protection some vital projects may become prohibitive in cost. But these are details with which we can deal as the program is carried out.

Good Planning is the Key to Economic Opportunities in Public and Private Business

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THE case for planning rests squarely, and perhaps too comfortably, on the generally accepted doctrine that action in peace or war, in public or private affairs, should be preceded by a plan. Applying this doctrine to the management of the city, we say that decisions are continually being made which profoundly affect development. Not just physical changes result from these decisions, but the general balance sheet of the community, consisting of far more than money values may be disrupted. Some decisions are insidious. From a trifling start they may lead to disastrous consequences. They occur in a wide range of city activities, from the grant of a permit for a little home to the location of the city hall. Among other disturbances to the public welfare they have created new traffic jams, left barren or depressed areas in the path of development, contributed very directly to disorder and crime.

Specific illustrations are hardly necessary, nor do cities appreciate the advertisement of their unwise decisions, but one recent case is interesting for its sudden consequences.

It happened in an old New England town of about 20,000. Main Street twists a narrow course for half a mile between the store fronts, and at right angles two shorter and equally narrow streets take care of the less imposing business frontage. This is the market place for 40,000 people and a very busy place any day from 10 to 4. Just as in most busy centers, the curb space is gone in the first hour, and after that vacancies are rare.

The town fathers decided to try parking meters. There was a public hearing, properly advertised, but scarcely noticed and slimly attended. A contract was made with a distributor of meters under which details of location were left entirely to the company's representatives who were selling meters. When the merchants opened their stores one Monday morning, 500 meters were in, occupying all the available curb space in the center and for about half a mile in every direction except where the river formed the state boundary. The city was selling curb space at 5 cents an hour.

Soon the parkers arrived and a storm of protest began. Within a few days the merchants' association led an organized movement, held hearings, took a poll which came out overwhelmingly against meters, and within a few months from their installation, they were officially ousted by council.

There had been no preparation of the public for this type of regulation, no plan which adjusted the details of location to the many factors involved, no attempt to soften the inevitable period of public irritation by a graduated fee.

Meantime other cities nearby were installing meters more sensibly, and after some years of experience are now testifying that neither the buying public nor the merchants would go back to any other type of regulation. They like the better enforcement, the fairer sharing of curb space, and the net income from meters which in some cities is being used for the purchase of offstreet parking areas.

The immediate result in this case was a lost opportunity to make the center more convenient, but a more serious loss may come from the location of a new business center built around the convenience of the shopper. This town cannot be secure in the momentum of long establishment, especially where just across the river is another state and another community.

Where the folly of unplanned decisions can be so often and so convincingly shown, why do our cities continue to make them? Why not use the plan as the key to wiser decisions? In the parking meter case there was no key; in many cases there is a key, but it is not used; in other cases it is the wrong key.

The most hopeful sign of the times is a more intelligent curiosity about the right key and its use. People want to know what is the magic in a city plan, what is new or distinctive about it, who makes it, what it covers, how its constant use is guaranteed.

The answers have all been written in the abundant planning literature of the last 30 years and in the planning laws of most of our states. They have been handed out in conferences like this, in lectures from many platforms, in the press, in the classroom. Planning clinics and round tables have stimulated more intimate discussions. Exhibits have been assembled to stir the public imagination. About everything in the way of telling and showing has been used, but not nearly enough of it. It may be said that where a planning commission has been operating for at least five years with money enough to employ competent help, the people could if they would have an understanding of the planning process. They would know that the planning commission builds no streets or bridges, buys no land, lays out no public areas, but is limited to advising the building agencies, that it can give no sound advice till it makes the studies on which the plan is based, that first among those studies are the existing and future uses of land, and present and future ways of getting out of and into and around the city.

Until this process is under way, the planning commission is just a more or less competent group of good citizens often wondering what it's all about and where they go next.

And when the facts are digested, and the planning recommendations

take final shape, the law puts into the hands of the commission three effective controls over development, the best known and most used is zoning, the next is the regulations of land subdivision, the last—a limited check on all public improvements.

But if telling and showing the planning process is slow and disappointing in results, a just completed experiment in "learning by doing" can be recommended. It started with the public statement of a long-headed mayor who knew his people. "I believe in the planning principle but there are too many commissions and too many plans that aren't working. I shall oppose the appointment of a commission and the appropriation of your money for making a plan until you show me that you know what planning is and that you want it. This city administration will not impose a development program on you; it will not tell you what you ought to want."

With this challenge the Chamber of Commerce went into action, raised a fund for a so-called pilot study, and presented to the people "Torrington, Today and Tomorrow," in six printed pages, and a map of the city. This was not a plan or an outline of a plan. It was just a digest of the significant facts about the city essential to any program of development. It put planning up to the people in the first paragraph: "A plan of the city is for the people, and the people should share in making it."

It asked these questions. "Do you favor (a) zoning; (b) parking meters; (c) detour routes for through traffic?" It proposed five locations for a $500,000 veterans' memorial, asked for expressions of opinion and for suggestions of other locations, with reasons. It fixed a ten-day deadline for answers.

During those ten days, the local paper and the two radio stations made the appeal for public response interesting and insistent. Every student in the high school turned in an essay on the veterans' memorial. There was family homework on this subject in a thousand homes.

Six thousand families received the message. Sixteen hundred replies came in. Zoning, parking meters, detour routes were all favored by smashing majorities. Torrington had made a record-breaking response to a civic appeal of this kind.

But the best result came from the questions on the veterans' memorial. Should it be located in or near the business center, or out where there was more room and less traffic concentration? Could it serve also as a school auditorium and make unnecessary an added bond issue? Should the site be big enough to take care of the many cars that a public event was bound to attract to the memorial? What should be its relation to residential neighborhoods? In any thoughtful answer to the question, there was bound to be a discovery of the essence of the modern planning program.

The more than a thousand answers brought suggestions for location

that rivalled in excellence those which the veterans' council was considering. More than that, the reasons given showed unmistakably that the people were discovering through their own search for an outstanding location the answer to the question, "What is the distinctive merit in modern city planning?"

There has always been some planning in the handling of the many problems of city development, but each service arm of the city has naturally concentrated on its quite separate function. Streets are planned, but not as parts of the city's entire circulation system. Main Street may be carrying a great volume of non-stop traffic right through the local business center. The through traveller is impatient with delays and the shopper cannot get to the stores.

Schools are being planned, but million-dollar high schools are this year being built on two-acre sites at busy traffic intersections. Home developments are being planned but with no thought for the design of the street, or the size of the lot, or the protection of the home from the invasion of wrong uses.

When the people of any city share in the planning effort, even as simply as the people of Torrington, they cannot escape some feeling of the city's unity and the necessity that the parts work together for the good of the whole.

The complete recognition of the essential unity of the city is the right key to sound development. Learning by doing is changing dull civics courses in our schools to living civic laboratories where the student is making a contribution to the city's welfare.

The womens' clubs of Oklahoma, meeting in this city for the next three days, are joining with the women's clubs of the entire country in a great competitive project of building better communities.

Civic workshops in the home and the school give great promise for citizen understanding of the planning process and citizen sharing in making the plan work.

Planning Considerations for Industry

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WHEN Governor Roy J. Turner and General U. S. Grant III, President of the American Planning and Civic Association, asked me to talk briefly to you on planning considerations for industry, I was more than pleased. It is quite an honor for a representative of industry to be asked to talk before men and women who have spent their lives in planning work, and I deeply appreciate it.

The thought occurred to me as we approached beautiful Oklahoma City that it was most appropriate that I should be coming to this Conference by airplane. Modern planning starts with a study of the community from an airplane and a detailed study of airplane maps.

If our ancestors had had the privilege of studying proposed plant locations from the air and from aerial photographs, many of the older plants might have been better located. From an aerial photograph the general pattern of streets and highways, railroads and railroad yards, the homes of plant employees, as well as the location of rivers, streams and the general topography of the area can be accurately determined. A good general picture of the proposed plant site and its surroundings may be obtained by superimposing a road map of the area on the aerial photograph. Such studies are particularly important in connection with the location of the larger sites required by the industry I represent and by some segments of the chemical and refining industries. A study of airplane pictures can often be of great help to the smaller industries also, in locating sites, where costs of assembling raw materials and shipping to market will be at a minimum.

In evaluating proposed plant sites, many factors are considered. The weighting or importance of each of these factors often varies between industries and plants in the same industry. For example, a large supply of water at low cost may be absolutely necessary for one plant and of no importance to another. There is, generally speaking, the one best site for any proposed plant. It is the job of the site location man, in cooperation with the manufacturing and sales departments, to study each possible site and by the process of elimination determine the area which will result in the most profitable operations. How do we go about arriving at such a conclusion?

The first problem is an internal one. The cost of assembling the raw materials used in the proposed plant must be determined, as well as the cost of distributing the finished products of the plant to the customers. Almost invariably it will be found that the point at which raw materials can be most economically assembled is not the same as the location which would give the company an opportunity to best serve its customers. No formula has ever been devised which will take care of the many variables involved in the cost of assembling raw materials and the costs of distribution so that the one best location can be easily determined. It is mostly a question of cut and try. After this survey has been completed and the general area in which the plant should be located is known, each possible site should be carefully studied. In looking at such sites the following factors are evaluated:—

Site Location. The location of the site with respect to wide, well built highways and railroad sidings is studied. In these days when a large proportion of the workers depend upon personally owned transportation, the matter of highways is very important so that men can get to and from work without unnecessary delay. We might mention here that the site must be large enough not only for plant requirements but also to take care of the parking needs of employees. The day is past when industry should depend on employees finding car parking space

on neighborhood streets. The availability of good roads from the plant to main highways must not be overlooked.

Utilities. Available supplies of water, power and natural gas must be checked against the proposed plant requirements and costs estimated. It is obvious that a plant requiring many millions of gallons of water per day cannot afford to pay high rates for such water nor can a plant whose processes depend upon the availability of large supplies of natural gas locate where the supply is limited and the price higher than that enjoyed by competitive plants at other locations.

Site Preparation. The cost of preparing the site for use; that is, grading, draining, bringing in utilities and, in many cases, closing certain streets and alleys, moving pipe lines and other rights-of-way which will interfere with the proposed manufacturing operation, should be carefully estimated.

Drainage. There are many other physical requirements depending on the type of operation. For example, there must be sufficient difference between the elevation of the plant site and the highest level of surface water drainage so that sewers may operate freely and satisfactorily, and there will be no trouble with water in connection with machinery installations below ground level. Correction of a poor drainage situation is often very costly and precludes the consideration of otherwise satisfactory sites.

Public Officials. Assuming that the best site has been found, industry then takes a look at the community. There are many communities where the public officials do lip service to industrial expansion but as soon as the industry has moved in, the assessment on the plant starts to rise and instead of there being a thorough understanding and spirit of cooperation between the industry and the community, the industry finds itself harassed by high taxes and faced with an unfriendly attitude in connection with the solution of problems which are of interest to both the community and industry. Of course, the industry has no vote but it seems to me that public officials should recognize the fact that the prosperity of their community depends upon the health of its industries. The tax money which the local community, the state and Federal government collect comes from the same source as the wages of the men who work in the mill. The ideal situation is one in which the public officials and other leaders in the community can meet on friendly terms with the officials of the industry so that each can explain to the other the particular problems which they have and together work out some solution which will be of benefit to the community as a whole. This need for a cooperative spirit also extends to the various public utilities with which the industry must deal.

Home Ownership. Hard physical labor has largely disappeared from manufacturing operations. Instead we now find the need for intelligent men who have a real interest in their community, in their jobs and in

the company for which they work. People who own or who are in the process of buying homes feel that they "belong." They have a pride which is not known to a family which rents a dwelling. They can see that labor which is expended in maintaining and beautifying their homes makes life more pleasant for themselves and their families, and adds a measure of value to their investment. The children of home owners have a sense of security and stability that stays with them all the rest of their lives. During his growing years every child benefits immeasurably just from the knowledge that his home is on a stable foundation. The home owner is a better worker for industry. He has a constructive aim in life, he spends his leisure more profitably, he has an interest in the social system that permits the individual to store up the fruits of his labor. He also has a happy, wholesome atmosphere in which to bring up his children.

In those times when the market temporarily suffers a relapse, the home owner often is able to augment his food supply to a very great extent from his garden. At other times such activity is not only profitable but much healthier than loafing around pool rooms and beer parlors, as so often happens when the home environment is not satisfactory and when there are no duties to perform in connection with the operation of the home. Any plans developed to aid the worker in buying a home will be a real contribution to the worker, the industry, and the community.

Schools and Churches. Obviously the presence of good schools and churches is important. Workers are loath to move into an area where their children will be handicapped in continuing their school work and their families cannot easily renew their church associations.

Recreation. Recreational facilities are another factor in plant location. The demand for the products of our factories started to increase by leaps and bounds after the war between the North and the South. This was a period of vast migration from Europe. Transportation facilities to and from the mills were poor or lacking altogether. Men necessarily lived close to the mill gates. There was a huge country to be developed at a time when there was little labor-saving machinery and men worked long hours. In the home the wife did not have washing machines, vacuum cleaners, refrigerators, electric irons, and a host of other modern conveniences and her hours of work were even longer than those of the husband. It was during this period that the saying, "Man works from sun to sun, but a woman's work is never done" came into being. We have come a long way since the turn of the century. About the only people working long hours these days are the leaders in politics, the professions and industry. I am, of course, more familiar with the load carried by our industrial leaders. The pressure on many of them is a new phenomenon in our civilization. I can assure you that often they do not have time to enjoy what is left, after taxes, of the

large salaries that many of them are paid. Such men are the exception as nearly all men and women who earn their livelihood in industrial plants average about forty hours a week for not over fifty weeks a year. A simple calculation will show that the family of the man who spends forty hours a week at his job has, on the average, an equal number of hours available for church or social activities, improving and maintaining the house, reading, studying and recreation. More time is spent by such families in recreational activities than ever before. In our industrial areas when you see a husky foursome leisurely going around a golf course in the middle of the morning, it is a pretty safe bet that these men are working either the 4 to 12 or the 12 to 8 shift. In the middle of the week when you observe a man and his wife and children having a merry picnic in some secluded part of the woods, it is very probable that the head of that family completed his daily shift while you were still asleep. When the fishing or hunting season opens in the Pittsburgh area it is not unusual for hundreds of men to go right from work to their favorite stream or field. This is all to the good. The men, their wives and their children enjoy better health and have much happiness from the fun they get during their hours of recreation. This tension-relaxing activity makes better citizens and good citizens are invariably good employees.

Zoning. Industry also is interested in zoning protection. It is not generally realized that the encroachment of housing or commercial buildings into an industrial area has an adverse effect on the desirability and appearance of industrial property.

Before concluding this brief discussion of some of the factors the plant location men study, mention should be made of the splendid work the industrial agents of many railroads do in assembling needed data on industrial sites. Information that they have may be very valuable.

At this point you may be saying to yourselves, "It is all right for this fellow to tell us what industry looks for, but we live in communities and we are primarily interested in preserving and improving the status of our city, town or suburban area." What should we expect of an industry which plans to move into our area?

Profitable Operation. It is of utmost importance to the community that no manufacturer be encouraged to move into your community unless there is reasonable certainty that, with good management, the plant will make money for the owners. A plant that is poorly located with respect to its raw materials and markets is a tragic thing for the community. It is bad enough when men are thrown out of work and the community disorganized when a plant has to be closed down because of technological advances or changing markets. Such changes in our economic picture sometimes cannot be foreseen. When the people in the community refuse to face the hard facts on the cost sheet and go ahead blindly encouraging every company that comes along to build

a plant, needless suffering for many people may result.

Location. It is very wise for the community to have rather definite ideas as to the area they wish developed for industrial use. Most modern consumer goods plants are free of fumes, dust and noise. From the standpoint of the community and industry, an area protected for exclusive use by industry, where the utilities are geared for industrial use, where roads are built for heavy truck traffic and so laid out that they do not interfere with rail service is most desirable. In the large community it is wise to separate the areas used by consumer goods plants and the basic industries. Generally speaking, the basic industries require large sites and in many respects their problems are quite different from the problems of the consumer goods industries. The modern basic industry plant produces very little dirt or fumes but even so, the community, if it is possible to do so, should encourage such industries to locate on the side opposite the direction of the prevailing winds.

Appearance. The community has a right to insist that its new plants be attractive not only as regards landscaping but also in architectural appearance. Industries worth having will welcome reasonable regulations to this end. It is good public relations and good business for the industry to have the plant so attractive that townspeople will go out of their way to show the grounds and buildings to visitors. Too often in our older cities manufacturing plants, housing and commercial buildings all occupy the same area. Such mixed usage of land is always bad and results, as you all know, in needless unattractive blight. Contrast this mixed land usage with well laid-out exclusively industrial areas where there are no adverse land uses. Such areas are almost invariably a pleasure to behold. The dividends that come to the community and to the industry by reason of attractive grounds and well kept buildings are so obvious and so large that the policy of some companies of spending millions for advertising and practically nothing on good housekeeping around their plants is hard to understand.

Shielding Area. The community not only has a right to expect, but should insist, that there be a shielding area between its industry and its homes. Such a strip may take the form of a wide well landscaped highway, a park, a recreational center, a shopping center, or a combination of these and other so-called neutral uses.

No Subsidy. The community has a right to expect industry to stand on its own feet and should be suspicious of the company which asks for subsidy. This does not preclude consideration of legitimate financial aid. There are many good companies which, due to our tax structure, have not been able to build up large accumulations of capital even though their earnings have been good. Many such companies need their money for necessary investment in raw and finished inventory, machinery and for other operating and sales purposes. Some companies with adequate capital have adopted the policy of renting rather than

owning land and buildings, believing they can make a greater return on their capital in this way. Whatever the reason, there are occasions when a well-managed, conservative Industrial Development Organization can bring desirable industries and jobs to the community it serves. The organization of an Industrial Development Company in your community is not something to be undertaken lightly. It can succeed only with adequate financing and experienced management coupled with a knowledge of the particular industrial activities which have the best chance of profitable operation in your particular section of the country.

Congestion. When in our Eastern cities you see rows of blighted, old houses on narrow streets close to the mill, I hope you will realize that this arrangement came about when the hours of work were long and closeness to the mill almost a necessity in order to walk to the job. It is useless, it seems to me, to condemn our grandfathers and great grandfathers for this condition. In the same circumstances and under the same conditions each of us would probably have followed a similar pattern. It is hard to see how the job could otherwise have been done.

The present availability of private automobiles and busses leaves no excuse for congestion when new housing, commercial and industrial developments are being laid out.

The modern plant needs plenty of space not only for manufacturing operations but also for the storage of raw, semifinished and finished inventory, for parking and for expansion.

Oklahoma City and other areas which have been developed more recently are fortunate in that the ultimate pattern of industry is now more clearly defined and it is possible to profit by the experience of older industrial developments.

Congestion is the greatest cause of blight for all types of property and particularly for industrial property. The community which insists that congestion be avoided in its industrial area is acting for the best interests of industry and its citizens.

Management. The community it seems to me should investigate the management of the company which proposes to furnish jobs for some of its citizens by erecting or renting a plant. If it is found that the management of the company knocking at your door is prone to erect a wall between itself and the workers in its plant, I am of the opinion that you should not encourage that company to locate a new operation in your neighborhood. The misunderstandings which inevitably arise when the worker does not have reasonably free access to his supervisors results in constant bickering, threats of strikes, and strikes. An unhappy situation to say the least. The community, it seems to me, should look for the company whose president and all the other officials regard complete understanding of company problems as a matter which concerns all employees. Such a company also makes a partner out of the community. It sees to it that the younger generation has a chance to see

and understand its manufacturing processes and the contribution the plant is making to our modern civilization. It wants the younger people to regard a job in its plant as an opportunity and a privilege. A rather accurate picture of how well a company is succeeding in "being a good citizen" can be obtained by asking a few high school boys if they plan to follow their fathers' footsteps and take jobs in the plant.

Usually the company which periodically is proud to open its doors to the relatives of its workers and to the townspeople is the kind of company which would be a good neighbor in your community.

Good public relations start with an enthusiastically loyal mill community. Not only the mill employees but nearly every other worker in your town or city can trace his or her income back to the wealth created on the production line. It is a sad situation indeed when, because of lack of understanding, responsible citizens start "snapping" at the hand that feeds them. Far more industries succeed because of management "know how" and workers' skill than because of secret processes. In the smaller cities and towns there is no reason why every citizen should not have some knowledge of plant operation and its contribution to our American way of life. In your community you need the type of industrial management that makes every citizen a booster for his home town industries.

The peace of mind, happiness and prosperity of the citizens of any city, town or rural area is directly traceable to the intelligence, the loyalty and the toughness of the moral fibre of the people who live in the community. The fact that we are assembled here is an indication that the citizens of Oklahoma have these qualities and are willing, yes, anxious, to give thought to today's planning needs and to tomorrow's problems.

Most of us feel, to a greater or less extent, that our generation is living in a difficult and trying period of history. Most everyone appears to be working as hard as he can yet life is difficult. The reasons for this situation are many and complex. Some of them have to do with problems arising out of the amazing industrial developments of the past 50 years, many of which have caused the planning of our grandfathers and great grandfathers to prove very inadequate in connection with our present needs. Those of us who have snow on our heads can remember back to the days when practically everyone took his weekly bath out of a tin basin with the help of some steaming hot water from the tea kettle singing merrily on a wood stove.

In those days the United States did not produce, as we do now, more than one-half the corn, wheat, petroleum and copper in the world. It has been estimated that today we produce every forty days goods with as much value as a whole year's effort in 1890; that is, today's production is ninefold that of 1890. Our grandfathers and great grandfathers did not have telephones, radios, automobiles and a host of other things

which are now commonplace, and the head of the family who had life insurance to help his wife and children meet their expenses after his death was exceptional. Yet our forebears had a large measure of contentment, while we presently with only 7% of the world's population and blessed with more churches, schools, libraries, hospitals, colleges and welfare institutions than the rest of the world combined, are restless. There seems to be a wide feeling of insecurity in some quarters. With every reason to enjoy a full life relatively free of worries, we see our friends succumbing to the evils which accompany high nervous tension.

We certainly do not wish to go backward. The ideal it seems to me is to learn how to enjoy the good things we have and couple with these good things the old sense of "belonging" and contentment.

The whole history of mankind up to the last hundred years has found men very close to the soil. I believe and I know many others believe, that much of our restlessness and discontent has come about because many men in towns and cities have lost the daily contact their ancestors had with the forces of nature. Land planners, more than anyone else, should recognize the fundamental urges that actuate mankind and do something about it.

On the wall of my office there hangs a copy of Pilot Officer John G. Magee, Jr.'s famous sonnet "High Flight." You will remember how it goes:—

> Oh! I have slipped the surly bonds of earth
> And danced the skies on laughter-silvered wings;
> Sunward I've climbed, and joined the tumbling mirth
> Of sun-split clouds—and done a hundred things
> You have not dreamed of—wheeled and soared and swung
> High in the sun-lit silence. Hov'ring there
> I've chased the shouting wind along, and flung
> My eager craft through footless halls of air.
>
> Up, up the long, delirious, burning blue
> I've topped the wind-swept heights with easy grace
> Where never lark, nor even eagle flew—
> And, while with silent lifting mind I've trod
> The high untrespassed sanctity of space,
> Put out my hand and touched the face of God.

This sonnet, it seems to me, typifies a reverent, happy determination, a soul free of pettiness, a man and his work at peace—a spirit of fine achievement.

If you and I can catch a little of this spirit and by using whatever special talents we may have can make life just a little more pleasant and satisfying for the people in a small segment of this old earth, then perhaps you and I too may at times reach out and touch the face of God.

What Industry Needs in the City Plan

EDWARD J. RILEY, Community Relations,
General Electric Co., Schenectady, N. Y.

INDUSTRY'S needs in a city plan are fairly simple to number. They may vary somewhat according to the type of industry and according to whether the industry in question is already settled in the community or newly come, seeking a site on which to build. However, any city plan, prepared by experienced planners and worthy of the name, will recognize industrial needs and make adequate provision for them.

But it seems to me that the one thing industry needs most is hardly ever found in the printed city plan. It is something that is seldom, if ever, explicitly mentioned in the reams of written words and the rolls of charts and maps that make up the physical volume of a city plan. It is the spirit behind the city plan, the moving force that makes the leaders in a city draw up an intelligent, reasonable plan for the efficient, ordered growth of their community in the years to come. This determination to make the community a better place to live in—to make the most of what we have and improve what we can by our own efforts—is the intangible community spirit that American industry needs more than anything else today.

Let us briefly review the obvious needs of industry in city planning and then see how these evident needs tie in with what I consider industry's greatest need.

When an industry decides to build, purchase or lease a new plant, the primary factors that enter into consideration of location are beyond the immediate influence of any particular city. Usually the area or section of the country, in which a new plant is to be located, is determined by the markets for the product to be made. Accessibility to the sources of raw materials, adequate transportation facilities to markets and a sufficient labor supply of the needed type next enter the picture. These factors, plus others such as the state tax structure and reasonable power rates, narrow down the suitable locations within a given area.

It is at this point that city planning for industrial needs can render one location more advantageous than another. A city that has kept its logical industrial sites along railroad trackage from being used for other purposes is usually hard to find. Few and far between are the municipal cities that can offer not only a good site but also adequate water and sewage facilities. Usually the only remaining sites today are well outside the corporate city limits, beyond the range of present sewers and water supply. Many progressive cities are glad to install these services but the prospective industry knows it will be paying the bill, to some extent at least, in taxes.

Granted, however, that the site is adequate and the necessary sewers and water are available, what else does an industry need?

At this point industry's needs become the same as the needs of the entire community. Good streets and transportation facilities, smooth traffic flow, sufficient fire and police protection, decent housing, zoning ordinances that are observed, and adequate educational, recreational and cultural facilities are just as vital to the growth of industry and business as they are to the well-being of other elements in the community.

Here is where that community spirit I mentioned enters into city planning. If the civic fathers have maintained an active interest in their community down through the years, chances are an adequate education program exists, and there will be good streets, favorable transportation facilities, smooth traffic flow, and the other assets previously mentioned. Most of you are familiar with well regulated cities whose physical facilities have been kept up due to the vigilant planning of the city fathers.

I am sure that most of you have also seen cities whose physical facilities have completely run down due to the *lack* of interest in civic affairs on the part of the residents as well as their elected officials.

And, as is so often the case in the latter situation, the city officials then turn to state or federal aid to help them renovate their run down facilities. The present trend seems to be to seek state and Federal aid regardless of the problem at hand. In the long run we only pay more by pushing off our local problems to the state or national level.

How much better it would be if the local civic groups would plan their own programs to improve their cities. How much more effective the program would be if it originated at home with the aid and cooperation of representatives from all groups including the various industries in town.

I want to stress the fact that city planning needs much more than blueprints, charts, and plans. Further, if this community spirit prevails to such an extent that some of the undesirable components of their city life are eliminated through effective city planning on long range projects, then these cities will have done much to satisfy the needs of their existing industries. They will have also begun to attract new industries by overcoming some of the basic problems confronting all industry.

The biggest problems facing American industry today, particularly big industry, are human relations problems. We have harnessed our creative abilities to meet the needs of our fellow Americans and countless others beyond our shores. We have mastered mass production methods and are constantly improving them. We have set up national and international distribution channels and shared our material blessings with the rest of the world. But we still have not learned to understand and get along with one another.

This problem of developing mutual understanding and cooperation extends in two directions for industry—one toward its employees within

the plant and the other toward its neighbors in the community where the plant is located. Of course both these aspects of industry's human relations problem have common elements. Our employees live and spend most of their leisure time in the community. They bring to their job attitudes they form in the community. And they, likewise, help to mold, for good or ill, the community's attitudes toward industry.

Now effective city planning can help remove many of the causes of discontent and dissatisfaction that ride to work each morning with our employees.

How much chance does a foreman have of getting a good day's work out of Jim Adams, if Jim has come in ½ an hour late after bouncing to work over rutted and littered streets and threading his way through the daily traffic jam that stretches for block after block to the plant? Or how courteous will your secretary or receptionist be if she has stood, first freezing for 20 minutes on a street corner, then packed in an old bus for ¾ of an hour and started her day off with ten screaming corns?

How much care and attention can your draftsman bring to his job each day if his wife and three youngsters are crowded into a three room flat or living in with his in-laws? Where do you think the thoughts of your copy-writer will be if his youngster is one of 45 in an overcrowded classroom, presided over by some crank of a teacher who should have been retired long ago?

The conditions that efficient city planning can correct, not only influence employee relations during the working day but they can also aggravate human relations mistakes when the employee leaves for home in the evening.

Tired, after a hard day in the shop, he has to buck the same traffic jam going out in the evening. With his nerves jangling and patience running out he arrives home to find his kids dodging cars while they chase a ball in the street because there are no playgrounds in his part of the city. After supper his wife tells him about the house across the street being converted into apartments. He has most of his life's savings invested in his own home and he can see the sale value skidding sharply as his neighborhood starts to go down because the city council winks at the present zoning restrictions.

Is it any wonder then that he vents his pent-up spleen on big industry, particularly when demagogic labor leaders point the finger and egg him on? Should we be surprised when he uses the ballot-box to get redress, as he believes, against the "monster corporations" that are oppressing him? It is so much easier to make a huge impersonal organization the scapegoat for our gripes and peeves instead of analyzing the causes of our irritations and taking intelligent steps to eliminate them.

This is by no means intended to be a white wash for the industrial wrongs of business, large or small. American industry has a long way

to go before it reaches the high standards in its employee relations that it has attained in the manufacture of its products. But I believe it is just as true that no phase of business and industry is receiving as much attention today as employee and community relations.

What I have said about the attitudes our employees bring to work with them each morning applies also to our neighbors in the community. Time and again I have heard our company criticized in community meetings because it does not provide recreational facilities for various sections of the city. Others have asked why G. E. doesn't build a new vocational high school for the city, now that the old one is so run down. The critics do not stop to realize, or even to learn, that adequate recreational and educational facilities are the responsibility of their city government. Industry is paying one out of every 3 dollars collected in local tax money now in our community. Is it also supposed to compensate for the shortcomings and shortsightedness of civic officials?

Sound city planning, if constantly followed, will inevitably right many of the conditions that cause misguided citizens to bay at industry. It will also eliminate many of the unrecognized occasions of friction between employer and employee. And in this dual function, it seems to me, city planning will help industry to gain its greatest need today—acceptance and confidence on the part of employees and community neighbors that industry is serving their best interests.

This acceptance and confidence cannot come at any state or national level. It must grow gradually in community after community, taking deep root in the foundations of our American way of life—the cities, towns and villages all over the country.

To win this acceptance industry has to put its own house in order and honestly serve its employees, its customers, its stock holders, and its neighbors. But the cities where its employees and neighbors live must also put their house in order. Instead of doling out political gifts to pressure groups, civic officials must seek to serve the best interests of the community as a whole.

By city planning civic officials can meet the needs of the entire community, gradually and steadily over a period of years. This takes courage, perseverence and tenacity of purpose. But it is this spirit of determination, which I referred to at the outset and which underlies the whole idea of city planning, that industry needs most in a community.

Community Redevelopment Through Private Enterprise

THOMAS S. HOLDEN, President of F. W. Dodge Corporation, New York, N. Y.

THE future of American communities and of American free enterprise will be very bleak indeed if it is not possible to arrest the country's present trend toward collectivism. Our local communities, our enterprises and the people who work hard and try to save money are being bled white by Federal tax collectors.

In the calendar year 1948, the Federal government collected 42 billions of dollars in taxes, the states collected 6½ billions and local governments collected in the aggregate another 6½ billions. The nation's total tax bill of 55 billions of dollars was 25 percent of the nation's total income, a figure which, according to qualified experts, represents the outside limit of what the American economy and the American people can pay and at the same time maintain their freedom.

In spite of this there are pending proposals in Washington for new spending programs calculated to increase the Federal budget by another 15 billions when all the programs get into full swing. Spending programs offering supposed social benefits to numbers of important pressure groups are sold to the public on the plea that they will be paid for by soaking the rich. Truth is that total income last year, before taxes, of all the people who earned more than $100 a week amounted to only 29 billions. If Uncle Sam had taken every nickel these people earned, he would still have fallen 31 percent short of meeting his enormous budget. The truth is he had to soak everybody; even the ones who paid no income or payroll taxes were soaked with hidden taxes in the prices of all the goods they bought.

It is therefore futile for local communities to look to Washington for substantial help toward solving their community problems and meeting their community needs. Regardless of what the politicians and the bureaucrats may promise, new programs for government housing and slum clearance and other local benefits will only drain more money out of the local communities, and bring only a fraction of it back in the form of Federal grants. The people would do better to keep their money at home and put it directly to work to improve their schools, their public health service, their substandard housing and their blighted urban districts.

A number of states have adopted enabling legislation granting special powers to redevelopment corporations for purposes of assembling land and initial improvement projects in blighted urban areas. An important rehabilitation project is being carried forward in the city of Baltimore, another one in Indianapolis. Still another has been started this year in Chicago. All of those are proceeding without profit of any Federal slum clearance grants. Under special enabling legislation, the Metropolitan

Life Insurance Company has cleared three large slum areas in New York City and erected large-scale housing projects on the cleared land; these projects, too, have proceeded without Federal financial aid.

Slum clearance projects of size are apt to require some special kind of cooperative arrangement between municipal governments and private developers. A number of existing state laws provide for use of condemnation powers to facilitate large-scale land assembly. Some of the laws offer a limited degree of tax exemption as an inducement to private capital. The Indiana enabling act permits the redevelopment department of the Indianapolis city government to levy a moderate special tax in order to accumulate a fund for purchase of land to be cleared and resold to private developers.

Experience to date has shown that there is no pat formula that meets the conditions of all cities or the laws of all the states. It also shows that where the people of a given locality and their local government have a mind to attack the problem of redevelopment, they can find ways to overcome apparent obstacles and to finance this project without waiting for handouts from the Federal treasury.

Best hope for progress in community development is to curb the spending and taxing powers of the Washington bureaucracy, and to apply the resources saved thereby to local problems with all the energy and resourcefulness the local people and their governments can muster.

Round Table On Rebuilding Our Cities Under Urban Redevelopment Laws

PANEL: Preston Estep, Director, Vice-President and General Counsel of Transit Casualty Co. and Chairman of former Legislative Committee which drafted the Urban Redevelopment Corporations Act of Missouri, St. Louis, *Chairman;* Merle Henrickson, City Planning Commission, Detroit. *Reporter;* William A. Anderson, Planning Engineer, Corpus Christi, Texas; Palmer L. Baumes, Commissioner, Parks and Recreation, St. Louis, Mo.; S. R. DeBoer, Planning Counsellor, Denver, Colo.; J. Mitchell Garrison, City Plan Commission, Omaha, Nebr.; Joseph W. Mountin, Assistant Surgeon, U. S. Public Health Service, Washington, D. C.; John M. Picton, Chief Planning Engineer, Kansas City, Mo., Victor Roterus, Asst. Chief, Area Development Division, Department of Commerce, Washington, D. C.; Major E. A. Wood, Planning Engineer, Dallas, Texas.

MR. Preston Estep introduced the discussion by pointing out that a number of states have passed urban redevelopment laws for the purpose of encouraging private enterprise to rebuild slum and blighted areas of our cities.

He pointed out that the authority of the state was employed because redevelopment projects would be economically impossible without concessions. Typical urban redevelopment acts have employed one or more of the following concessions:

Eminent domain to assist in land assembly.

Tax benefits either in the form of public credits or tax rebates.

Mr. Estep cited provisions of the recent Missouri Urban Redevelopment Act as characteristic.

Blighted areas are broadly defined as areas which by reason of age and obsolescence have become an economic and social liability unable to pay reasonable taxes. Blighted areas may include buildings not in themselves blighted. Broad authority to designate blighted areas is given to the legislative body of the local government.

The urban redevelopment corporation is so defined that any corporation or life insurance company may act without incorporating as a separate corporation.

Power of eminent domain is granted to cities and directly to private corporations.

Corporations are granted ten years tax abatement on the value of improvements, and an additional fifteen years abatement of fifty percent of the normal tax rate.

Corporations are limited to a profit of eight percent of the total cost of the project.

As an illustration of the purposes of the act Mr. Estep cited a survey of the blighted areas of St. Louis. The blighted area according to this survey occupied twenty percent of the ground area of the city, and housed thirty-three and one-third percent of the people. This area paid six percent of the property taxes, but required forty-five percent of tax expenditures. The area also was responsible for:

Forty-five percent of major crimes.

Fifty-five percent of juvenile delinquency.

Sixty percent of tuberculosis.

Fifty percent of all other diseases.

A St. Louis pilot study of one-hundred-and-fifty acres provided an example of how the Missouri law would operate. Land acquisition costs were estimated to be $16,000,000. The Plan Commission has divided the site into three rebuilding project areas, to be developed in three price ranges. According to the best financial opinion, projects on these sites under the present Missouri law could pay four percent profit as long as present rent levels remain, but would not be sound for long-term investment.

A question was raised as to the control of densities in redevelopment areas. Mr. Estep reported that as far as St. Louis wasconc erned, densities would be governed first by the provisions of the zoning ordinance, and secondly by a specific review of redevelopment project site plans by the City Plan Commission.

Mr. Roterus pointed out that every city's legislative body faced inevitable dilemma. If it sought to limit densities, then it must grant a subsidy to make the low density possible. If it attempted redevelopment without substantial economic aids, then it must permit a high density.

Mr. Picton pointed out that a redevelopment area costing one dollar per square foot would have to go to a ten story height to be economically feasible. He questioned whether local officials could be relied on under these circumstances to insist on good living standards in redevelopment areas.

Major E. A. Wood pointed to the need in each city for a minimum essentials housing law covering such factors as screens, running water, electricity. He maintained that an aggressive policy of enforcement of housing standards was a necessary counterpart of a redevelopment program.

Mr. Carl Weichsel, of the Great Northern Insurance Company, interjected the thought that insurance companies hesitated to participate in ventures involving heavy governmental subsidy, and would prefer to participate in the type of activity which was a local community enterprise. He suggested a basis of community support organized by churches and social agencies, in which architects and builders would contribute their services. Mr. Roterus inquired whether this type of enterprise would not be in effect a hidden tax on the architects and builders who were asked to contribute their services.

Mr. Bartholomew suggested that since there is Federal legislation on redevelopment pending it would be useful to review its principal features.

Mr. Roterus pointed out that the principal feature of the proposed Federal legislation is a means of writing off the difference between the cost of the land and the use value. In effect under the present bill the Federal government proposes to bear two-thirds of the cost, and designates what forms the local government may make its one-third contribution.

Mr. Roterus felt that there is a serious limitation in the present bill in that it limits aid to areas to be cleared for residential redevelopment. He maintained that one of the reasons for some slums is that houses have been built in places which are unsuitable for living. He felt that the bill should be widened to cover clearance for whatever industrial or commercial use was suitable for an area.

Mr. Henrickson cited the Detroit experience where approximately one-third of the area ripe for clearance and redevelopment is considered suitable for industry but not for residential use. Detroit studies indicate that payment of the full cost of the clearance was economically possible for industry. The aids required for industrial clearance seemed to be first, right of eminent domain for land assembly, and second, a capital fund to initiate the project and hold the sites until they were utilized.

Mr. Stonorov inquired whether any cities had completed redevelopment projects. He pointed out that where projects have reached the stage of making agreements between local legislative bodies and re-

development agencies, serious conflicts of interest have arisen. Legislative bodies in granting concessions have recognized that they had an obligation to protect the public interest. When measures to protect the public interest have been taken, projects have no longer appeared attractive to private developers. Mr. Stonorov expressed doubt that the gap could be bridged.

Land Subdivision For Low-cost Houses

MRS. WALLACE E. JOHNSON, Sec.-Treas.,
Wallace E. Johnson, Inc., Builders and Contractors, Memphis, Tenn.

THIS story begins 10 years ago. Russian armies were invading Finland. Food stamps were being used to distribute surplus foods to needy families. "Gone With the Wind," was having its world premiere in Atlanta. Everybody was talking about Rhett Butler and Scarlett O'Hara.

Yes, it was 1939.

But other important, history-making things were happening that year in Memphis. The Federal Government was building low-rent housing units in Memphis. They called it slum clearance. The government was taking over the job of providing homes for the low income man. (Sounds like plans being talked in 1949, doesn't it?)

The FHA was just a baby. Surveys showed that the average salary for the Memphis area was about $125 a month. We (Mr. Johnson and myself) saw the dire need of low cost housing as the only answer to the question of the hour.

And so Wallace E. Johnson, Inc., was born that year. Born with a purpose and a determination.

When our little company was formed and our intentions announced, fellow builders said it couldn't be done. Business men said it couldn't be done. The Chamber of Commerce surveys showed the average working man, who earned $125 a month, could pay only about $25 a month for housing.

We didn't accept these figures without further proof. We picked out in our minds some hard-working good citizens who attended church and took an interest in their community.

We took Mr. Jones at our church. We decided he ought to be a home owner. We found out how much he earned and how much he would be able to pay if he bought a home. We found out about him and several other persons just about like him.

Figures of the Chamber of Commerce were correct. We talked with various friends in the building business and they were of one mind—it could not be done.

"With the help of God, I believe it can be done," Mr. Johnson said reverently and I agreed with him.

We knew we were gambling our entire future against the advice of people "in the know." With the help of the FHA, architects and friends, we started out. With careful buying and planning, we were able to produce a well-built, comfortable five-room house (with bath and garage) on a 50 x 150′ lot for the amazingly low figure of $2999.

This home had about 820 square feet of floor space, plastered and papered walls, hardwood floors, white pine trim, tile bath floor, inlaid linoleum on the kitchen floor and mill-made kitchen cabinets. This house had Standard plumbing and Coleman gas floor furnace heat. It had wood and 210 pound asphalt-shingle roof.

It was built on concrete foundation and the lawns were sodded or seeded. There was a gravel drive and attractive shrubbery.

Six permits were taken out at the beginning. Before the roof was on the sixth house, all six and six more yet to be built had been sold. Then a permit was taken out for 12 more such houses and before the first one was roofed the entire 18 had been sold and orders taken for many more. In 1940, a total of 181 such houses were built and sold by our company. The following year, 1941, we built and sold 365 of them—a house a day. Monthly payments were $22.18 a month.

This basic house we are still building and have been ever since. It has been a part of our program for 10 years, being built before the war for low-income groups, during the war as a home for war workers and after the war as a GI house.

Naturally, as the price of materials and labor have increased so has the price of this basic house in which we are proud to consider ourselves as pioneers in low-cost housing.

We turned all of our energies to the war housing program during World War II. Home construction was turned into an assembly line job of building homes to house war plant workers.

War houses had to be built in a hurry. The Federal Government built war plants and airfields in a hurry. We had to outbuild and outproduce the enemy. These projects brought staggering numbers of persons pouring into already crowded localities.

Our company built 932 war houses in Tennessee, Arkansas and Mississippi. But we kept our eye on the future. Every war house was built with a postwar future. They were built for—and are—permanent homes.

Pre-cutting of lumber in the mill, going to the building site marked and ready for installation, was started during the war program. Outside and inside walls of rooms and even entire houses were nailed together in the mill. But sound construction practices were never sacrificed for speed.

We work on the theory that a small profit margin for the builder and mass production does the most good when we are battling to show that private industry can handle the housing problem for the nation.

Now that you have some idea about our beginning and the type and size of house we pioneered in building, we would like to tell you how we plan and subdivide our land.

First of all is selecting and purchasing the land. We try to select land in a section which already has churches, schools and shopping centers. We like to build in sections of a city or community which lends itself toward good citizenship, with parks, playgrounds, swimming pools, YMCAs. And we always make sure this section has good public transportation facilities available.

We take a 90-day option. Engineers go to work with surveys and topography.

The Planning Department moves in, lays out streets, lots, easements—taking into consideration typography of ground.

Then the architects design houses to conform with the subdivision plans. (All of our plans are drawn by licensed architects.)

We have seven or eight basic plans, with about five different exterior elevations. This means that in a subdivision of 125 houses there are only two or three identical houses. When roof colors are taken into consideration, there are no two identical houses in the entire subdivision.

Then our estimating department moves in and works up cost estimates of labor, material and other expenses such as financing and overhead. This department files plans with FHA. After FHA approval, these plans are returned to the estimating department where an individual shipping list is made for each house and a master list which is turned over to the purchasing agent to buy materials.

While these plans were in the hands of FHA, our civil engineers have gone ahead with details of streets, curbs, drainage, gutters etc. and have obtained approval from the city on these plans. Then our developing crews move into the field and build streets, curbs, gutters, sidewalks and driveways.

We are now ready for the actual construction of the houses to begin.

We work entirely under a code system which means that each crew has a certain operation in the construction of a house. For example, one crew stakes out a house, digs and pours the footing. Another crew pours the foundation. The next crew puts in floor framing and subfloor. The next puts up rafters and studs and so on.

Every foreman knows before he starts the exact amount of labor and the exact amount of materials he can use on his particular operation for each house. We have found from experience, by operating on this system, that the crews become more efficient and this enables us to cut our cost of production.

We have a reporting system which enables us to know by noon the following day the exact amount of money spent for labor in each subdivision the preceding day. We can also tell the exact amount spent on any individual house. And this is not all. We can tell the exact

amount spent in each code on every house we build. For example, if we spent $100 on a particular house yesterday for labor we know exactly what part of that $100 has been spent for floor framing and exactly what part for studs and joist and so on.

Anyone familiar with building can already see what this means. If we have a foreman in charge of a certain code and his cost for the preceding day exceeds the amount set up for that code, we know it the next day by noon and can take steps to remedy this at once. In other words, this excessive cost does not go on day after day or throughout the entire subdivision. By this method, we have proved by experience that we can build a house for the actual amount of labor set up to do the job.

Our foremen are code-cost conscious.

If you walk up to a foreman and ask him how he is getting along he can very quickly tell you whether he is over or under his code.

One of the main things to which we attribute any success we may have had is to the loyalty of our men on the job. Nearly every man who worked on the first house we ever built is still with us.

Our men are not only cost conscious but they take great pride in their jobs and doing them well.

Our foremen are the best salesmen we have. Some time before the war, we had 30 houses in one subdivision which were sold by the carpenters, painters and plasterers who were on the job.

Mr. George Young, our general superintendent of construction, worked on our first house at 40 cents an hour back in 1939. He still has the stub of the first check he ever received from our company. He considers it a prized possession and, of course, Mr. Young is now drawing a very handsome salary as a vice-president of Wallace E. Johnson, Inc.

We keep our workmen happy by paying the highest wages in the city and providing them with permanent, regular employment.

Our employees have a club, the BOMAH (Builder of Men and Houses) which has regular meetings. We provide clubrooms in the basement of our office building in Memphis.

We have our own engineering department which does the overall job of street construction, curbs, sidewalks, gutters and drainage. We operate a mill-working plant to make frames, trim, etc. We operate our own plumbing company, hard material supply house, real estate concern (for sales and rentals) and mortgage banking business.

We have some timberlands, operate two saw mills in Mississippi and run our own retail lumber yards.

Now as to our program of this date.

In three states—Tennessee, Arkansas and Mississippi—we have under development 322 acres which have been properly subdivided and approved by the cities, counties and FHA. Part of all of these projects

will contain rental units to Negroes and whites. Part of all will be for sale, some to Negroes and some to whites.

A large percentage of the rental property will be for Negroes and rents will range from $30 a month for a one-bedroom apartment to $37.50 for a two-bedroom apartment. These apartments will include a stove for cooking, an electric refrigerator, venetian blinds, automatic hot water heaters, gas-fired thermostatically-controlled heat.

The highest-priced apartment we have under construction today will rent for $62.50 per month. This is a two-bedroom apartment for whites with the same facilities as in the Negro units except for central heating system. The larger number of our rental apartments for whites are $37.50 and $47.50 for one-bedroom units and $57.50 for two-bedroom—depending on location and accommodations.

We have 150 houses in Mississippi and Arkansas under construction or in the process of being started which will sell for $4600. These are two-bedrooms, bath, kitchen, combination living and dining room. We also have houses in these areas which will sell for $7500. In Memphis and Shelby County we have hundreds of houses under construction and to be started which will sell for $6250 to $7500. There are three-bedroom homes in these sections which will sell as high as $8500.

One day last week, in the Memphis office alone, 20 sales contracts were signed in a single day.

We have 1900 units either started or in the process of being started in 1949—which we consider a far cry from the 365 built in 1941. Also on this year's construction program for our company we have two commercial projects—one with 10 stores and the other with 20 stores. The larger one will be named BOMAH center.

We publish a house organ for our employees, customers, the building trade and our friends—The Builder.

There have been many instances of people who have bought our homes and as a result of the pride in home-ownership have improved their living conditions and changed their lives. There are actual instances where homes on the verge of divorce because of poor living quarters have become happy homes with large families after buying one of our low-cost homes.

We started building homes for the low income group, have continued it for ten years and we are still at it. Practically all of our homes since the war have been sold to returned service men.

We started building homes in competition with Federal Government-built housing units and have continued to strive through the years to show that private builders are capable of housing the people of this nation without government housing.

There was an example of private-builder *versus* government-builder just last year in our company, when the citizens of Helena, Ark., badly in need of a housing project, called Mr. Johnson. He visited Helena,

met with city officials and leaders from the Chamber of Commerce and American Legion.

Businessmen decided to finance the project. We built the houses. All were promptly rented. The project is well ahead of schedule in paying its own way. We are already building another such project in Helena and other cities have heard about it and are approaching us with the same problem.

What about foreclosures on selling homes to families with low incomes?

We have built and sold thousands of homes to families with low incomes. To date, under FHA, we have had a grand total of three foreclosures. Two were white families. One was a Negro family.

All three were caused by domestic difficulties which were followed by divorces.

Private industry *CAN—AND WILL*—if given proper cooperation by the government—house the nation.

In closing I want to tell you a little personal secret. It is a plan we have in mind for the next depression.

For the past ten years, we have received a constant stream of invitations to come out and have dinner with proud new home owners who have bought houses from us.

We have not accepted any of these invitations but have taken a rain check on all of them.

And if things ever get tough, we are going to cash in on all these rain checks and we will be having dinner on a regular schedule for a long, long time.

Relieving Downtown Congestion

H. EVERT KINCAID, Planning Consultant, Chicago, Illinois

IT IS my belief that *both* the downtown business district and the outlying regional or community shopping centers have a rightful and proper place in the planning programs of motor-age cities. Each serves an economic and social function. It is the downtown area however which is facing serious problems in the loss of purchasing power to outlying business centers, depreciation in property values, and loss of tenants—principally because of congestion.

Downtown "Trap". A current article in a popular architectural magazine carries this subtitle, "By-passing the downtown 'trap', shopping centers set new retail patterns for customer and merchant alike." The article describes and illustrates some of the functional new shopping centers in various locations across the country, which provide large on-site parking areas for the convenience of the customers—and as an incentive for people to do business with them. The author points out that, "the established pattern of retail selling in the United States is undergoing a change. In most cities, the concentration of retail out-

lets around a core of department stores in one major area has virtually reached the saturation point."

These new trends in urban store development pose some very real problems to downtown property owners, bankers, merchants and hotel operators. *Has* the central business district reached the saturation point? *Is* it becoming obsolete as an area for urban trade and business activities? *Can* a dispersal of business accommodations and retail outlets into regional centers ultimately absorb most, if not all of the tenants of the downtown area? What *can be done* to counteract the accelerating trend of decentralization—and what price must be paid to correct the conditions that are causing the difficulty?

Those who have given serious thought to the matter are openly concerned. They know that the habits of people have changed because of the use of the automobile, and that the population has become mobile and more independent in its habits of shopping and in seeking places to work. Many people are "by-passing the downtown 'trap'"—to avoid the prospect of smashed fenders, traffic jams, and exorbitant parking rates—or being jostled on crowded public conveyances going to and from their downtown destinations.

A friend of mine shared a commuter's seat the other day with a brisk, informative little man who said he was employed on the estate of a prominent Chicago businessman, whom we both knew very well. "Oh," said my friend, "you work for him?" The brisk little man drew himself up haughtily. "Certainly not; he is working for me. He gets up at seven every morning and goes down to that dirty, congested city to make enough money to keep his place and me going."

The Problem is Congestion. The heart of the problem is *congestion.* Relieving the situation may mean wider roadways and sidewalks, more efficient handling of people and vehicles, or reducing the number of persons and automobiles now coming to the downtown area. The cost of downtown street widening in most communities would be astronomical and quite impractical of accomplishment—even if desirable. No downtown merchant would stand still for any scheme which proposed a reduction of pedestrians—their potential customers, and certainly no one has ever seen a Ford enter a store to buy a pair of nylons. Thus, the problem is reduced largely to that of providing adequate facilities for mass transportation, improving street facilities within present boundaries,—and most important, providing facilities for the parking of privately owned automobiles at convenient locations around the edge of the business district, rather than in it.

Since it is true that most people, if they could, would like to avoid the congested central area of communities as much as possible, especially in the larger cities, we are faced with a problem that requires clear thinking and thorough analysis. The diagnosis may indicate that a major operation is necessary—or it may even prove that conditions have be-

come so bad that the case is hopeless. There are those who believe that the downtown area is obsolete and that its affairs can be accommodated in a dispersed pattern of outlying community centers.

To some extent, such development has already taken place in metropolitan centers such as Chicago where large shopping areas have been built in the outlying suburban communities. Ironically enough, however, problems of congestion are plaguing these areas almost as much as in the well known "loop" district. The newer regional shopping centers on the other hand, are taking full advantage of past mistakes. They are being planned with great care, both as to physical and financial organization. The structures are harmonious in architectural treatment, and the surrounding areas are efficiently planned for circulation and parking of vehicles. In many instances the use of trees and landscaping also play an important part in attracting customers.

Downtown areas in most cities lack these qualities. They contain a hodge-podge of architectural styles. Space is at a premium for every purpose, and planted areas are conspicuous by their absence, except for an occasional court house square or downtown park.

Cities Cannot Afford to Abandon Downtown Areas. In my judgment, cities cannot afford to abandon the downtown area—the investment is too great. Right or wrong, the entire community structure and the major framework of services are focused upon the original central district. Furthermore, there will always be need for a headquarters for urban affairs just as there is need for a "front office" in any large corporation.

The convenience and necessity of interchange of activities between many forms of business can best be conducted where such businesses are not widely separated. Yet, there are a number of companies, some nationally known, that have established fine offices out of and away from the downtown district. Most of the hotels, places of entertainment, restaurants, and related activities find it to their best advantage to be in a more or less concentrated environment. But here too, we all know of such businesses being successfully operated in outlying locations —some even quite isolated.

A number of cities depend heavily upon tourist trade—or visitors attracted for pleasure and business. Conventions, drawing thousands of people annually, are big business for cities like Chicago. Such gatherings of people can ordinarily be best accommodated in central locations, close to all forms of transportation facilities and other services essential to their enjoyment and comfort.

Granted then that the downtown area is essential to the city and its welfare, every effort must be made to relieve the congestion which is now creating the hardships.

Progress has been made. In all fairness it must be recognized that much progress has already been made toward better traffic control and

the handling of crowds of people into and out of many central business districts. Recently, I had occasion to look over some dated pictures of streets in the Chicago "loop", the city I know most about with reference to this subject. They were jammed full of slow-moving horse-drawn vehicles, old street cars, and a few of those "new-fangled" automobiles. Pictures taken from similar locations today would show a much improved situation—certainly a more fluid movement of traffic. The horse-drawn vehicle is now a rare sight and the cumbersome, noisy street cars have been replaced with gasoline and electric buses, and fast moving, sleek looking trolley cars.

Twenty-two years ago, when the annual traffic count was taken for the first time, a total of 870,859 persons entered the central area of Chicago each day. At that time only 166,367 persons, or 19 percent of the total number, arrived in autos, but traffic congestion was worse then than now. During the year 1948, over 970,000 persons entered the central business area each day, of which more than 27 percent, or 261,500 people arrived in passenger autos, according to the tabulations of city traffic engineer Leslie J. Sorenson.

The chief reasons why "loop" streets have been able to handle the growing volume of traffic are these:

1. Abolishment of curb parking, more than 20 years ago, thereby freeing pavement area for moving traffic.
2. Prohibition of left-hand turning movements, except at certain designated locations at the edge of the "loop."
3. Regulated traffic flow by carefully timed traffic signals.

These legal and mechanical measures have also been supplemented by a highly trained force of traffic police, backed by a determined Traffic Commission and cooperative Municipal Courts. Alert, courteous officers with their familiar whistles aid the traffic control system in moving pedestrians and vehicles across the "loop" streets.

As I was crossing an intersection the other day, a tall, fine-looking Irish traffic officer walked over to a stalled car which was holding up a number of other autos with impatient drivers in them. The young lady driving was obviously having difficulty with her new car. The traffic light changed from green to red and back to green and still she could not get the car to move. As I passed, I heard the officer say with a broad smile, "What's the matter, Miss, ain't we got colors you like?"

Adequate Major Streets and Parking Terminals Needed. While movements of traffic on streets in the "loop" have been expedited, the facilities for getting motor vehicles in and out of the central area during rush hours, and places to store them after they arrive at their destination are woefully inadequate.

Except for the Lake Shore Drive, which is Chicago's only expressway, all streets leading into the "loop" area are choked beyond capacity. Within a reasonably short period some relief will be given to that

problem. A system of 67 miles of expressways within corporate Chicago have been approved by City, County and State agencies, acquisition of right-of-way is well advanced, and money is at hand for a large portion of the work, some of which is in the construction stage.

Since most of these wide, high speed, grade separated highways converge upon the central business district as a major terminal point, the problem of traffic distribution and parking must be solved simultaneously.

At the present time there are only 15,000 parking spaces serving the "loop" and immediate vicinity, but during the afternoon peak of demand, 20,250 automobiles are parked in the Central Business District by persons with destinations in the Central Area. The 5,250 excess vehicles are crowded into existing facilities, illegally parked, or in spaces located north, west and south of the central area.

Similar situations prevail in every large city, and in the smaller communities where curb parking is the prevailing practice, space is always a problem to find.

27,400 Parking Spaces Needed in Chicago "Loop". To permit the present parking demand to be met effectively in the Chicago Loop, instead of the 15,000 existing parking spaces, a gross capacity of 27,400 spaces are required to accommodate those who now drive or would like to drive to the Central Area, according to a report recently prepared for the State Street Council and the Chicago Association of Commerce and Industry. The engineers further estimate that the parking demand will increase 40 percent by 1965, when the expressways have been constructed and are in full use, requiring a capacity for the Central Area of 38,400 spaces at that time.

It is believed that this demand for parking space can be met without serious physical difficulties because of the present use of land and amount of vacant property. A majority of the facilities can be located on and adjacent to the expressways, thereby intercepting and storing the vehicles before they get into the "loop" street system. In this manner, many thousands of automobiles can be brought to the Central Area over completely grade separated highways, and be discharged into storage areas without conflict with local traffic.

Most large cities are engaged in building a system of expressways similar to Chicago, and all of the plans I have seen, show such routes radiating from the central business district. In cities and towns where expressways are not feasible, the movements of traffic must be accommodated by so-called major streets which also terminate in the downtown area. The problem of parking large numbers of cars at central points is common in all instances.

Various means of parking have been tried and found successful to certain limited extents. Many communities are depending almost entirely upon metered curb space, and time limit areas. In specific in-

stances, stores or groups of stores and theaters have provided facilities for their customers. Commercial lots and garages are also common where the traffic will pay the price. Some buildings have been constructed to provide garage space for the use of tenants and visitors. A few cities have even adopted provisions within zoning ordinances requiring garage space in all new downtown office buildings—a practice I do not support because of the interruptions to pedestrian flow on the sidewalks, and interference with vehicular movements by left hand turning into and out of the driveway. Furthermore, garages in the center of business districts only add to the congestion. While most of these methods of parking have some merit, they have not provided adequate solutions, nor can the growing demand for parking space be met through them.

The streets of a business district should be kept as free of motor vehicles as possible except for street cars, buses, taxis, and service vehicles. Trucking of merchandise and removal of waste from downtown buildings should be done in early morning, or after the evening rush hour. The pedestrian should be given prime consideration—he or she is doing the shopping, or going to the bank or the doctor, or to an office, not the automobile. Sidewalks should be wider and roadways used only for essential traffic movements and not for dead storage.

Such a proposal in many communities would be vigorously opposed. But, in Chicago and a few other large cities the prohibition of curb parking was forced because the streets were choked to the point of suffocation. Now it would be impossible to get any real support from the downtown merchants to again permit curb parking.

Peripheral Parking Terminals. More and more of the private cars bringing passengers to the downtown area must be stored in appropriate facilities at peripheral locations. This is the program prescribed for Chicago and is one that should have merit for consideration by other communities.

The problem of acquiring properly located sites and financing the improvements arises immediately. The first requirement can be satisfied through a legally constituted authority with full power of eminent domain. The method or means of finding ready financing is not as easy. Differences of opinion prevail as to public *vs.* private ownership. In the case of Chicago, every encouragement is being given to private initiative, but the chances are that the needed facilities will not be built in the proper locations to provide parking at reasonable rates.

Public ownership with private management has been most commonly mentioned; the public assembling the land and building the structures and private agencies operating the facilities. The recommendations advanced in the above mentioned parking report, further provide that the plan be undertaken by the City of Chicago through the issuance of revenue bonds which would be secured by revenue from the parking facilities without adding to the tax burden of the people.

Parking Terminals and Highways—Integrated by Design. A broadened concept of the parking facility should recognize it as an integrated part of the highway system, and that it should be constructed and financed in like manner. It is hardly rational to build expensive thoroughfares and expressways, as is being done in a number of cities at the present time, and not build adequate facilities for the storage of the vehicles after they have reached a central destination. Thus, I wish to suggest that traffic-ways and parking terminals not only be planned as integrated units but also constructed and financed as part of the same program.

Sources of additional funds may come from motor fuel taxes, parking fees, rental of retail store spaces built as a part of the parking terminal, auto service concessions, and grants from State and Federal funds. Open parking lots might be financed from parking meter receipts, requiring no personnel except for policing.

Since there may be a saturation point for the use of land for parking terminals in the Central Area, the Chicago Plan calls for additional facilities beyond the Central Area in the form of parking areas on less expensive land connected by shuttle buses, and parking spaces at strategic points along the rapid transit system. Neither of these methods is new, but both have been successful in several cities.

The State Street Council arranged with the Chicago Park District in 1947, to connect the Monroe Street lot in Grant Park (capacity 3000 cars) and the Soldiers' Field parking areas, formerly used only upon special occasions, by shuttle buses running through the "loop" district and return. The plan has been financially successful, as well as physically. More than 700 motor vehicles are now being parked daily at Soldiers' Field where none were parked before, and the Monroe Street terminal is experiencing a turn-over of more than 4700 cars daily.

Correlated with the facilities for the use of the automobile owner in the Chicago plan, is a comprehensive program of improvement for the convenience and comfort of the rapid transit riders. Subways are being extended and new equipment substituted for ancient cars on all lines as rapidly as it can be secured. Many old street car lines have been converted to bus routes, providing more flexibility of service and shorter riding time.

When these various improvements are realized, it is reasonable to believe that more people coming from a rapidly growing metropolitan area, and an ever widening trade territory, can be accommodated in the Central Business District of Chicago with less confusion and congestion than presently exists.

Pedestrian Streets Only. In order to create additional incentives for the shopper, whether he be visitor or resident, there should be some streets in the downtown areas converted to pedestrian use only. State Street in Chicago might be one of the most successful and unique shopping areas anywhere if it were closed to vehicular traffic and im-

proved for the use of people only. Beneath it is the subway now discharging passengers directly into the abutting stores and onto the escalators bringing them to the surface where their eyes could meet the sight of broad colored walks, trees, hardy shrubbery, harmonious architectural treatment of store fronts and even benches for resting and visiting. Such an opportunity prevailed during the construction of the subway, but the engineers were anxious to cover over the street area with pavement—and too late, the merchants realized what an opportunity they had missed.

There are downtown streets in every community that could possibly be converted to beautiful pedestrian shopping ways, with traffic circulation and servicing provided on the adjacent streets and from rear service courts or alleys. Impractical as this may sound to some, the idea is being produced in physical form in some of the newest shopping centers now being constructed to compete with the old downtown areas in various cities.

These various mediums for accommodating people and automobiles, and to relieve congestion in Chicago, might well be applied in whole or in part to most every urban community. Whatever is undertaken in the form of physical adjustments should be done in conformance with a carefully prepared economic study and survey of needs, supported by a practical city plan. Every form of transportation facility should be planned for maximum efficiency keyed to the future anticipated needs of the people. Adequate provision should be made for improvement in the downtown area, as well as for development in strategically located regional centers. Both types of business centers are needed to accommodate the business functions of a prosperous city. Such a program, faithfully administered, should ultimately relieve congestion, protect lives and property, and provide a permanent healthy state of affairs for all types of businesses.

The Place of Public Transit in Community Planning

POWELL C. GRONER, President, Kansas City Public Service Company, Kansas City, Mo.

ON THIS star-studded program of experts in community planning—known not only nationally but internationally—I feel decidedly out of place.

I do not profess to be a community planner—I am not even a traffic expert (although it is the inalienable right of every American male, particularly if he drives an automobile, to consider himself a traffic expert).

I am in fact just a public transit operator—one of that impecunious

and somewhat disreputable brotherhood which provides the street car and bus service of your communities (mostly for those who cannot afford private automobiles).

To every motorist, to many of the average citizenry—and sometimes, I suspect, to the community planners—we are looked upon as somewhat of a nuisance; at least until a strike or other difficulty causes a cessation of transit service.

The resultant hopeless traffic congestion and business stagnation then makes clear—at least for the time-being—our really significant place in your scheme of things. As Exhibit "A" I offer the Chamber of Commerce and Real Estate Board of Philadelphia. The recent transit strike in that city brought a great light to those gentlemen, insofar as public transit is concerned. Also, the people of this city, especially its merchants, will long remember the one-day work cessation on the Oklahoma City transit lines, December 13, 1946.

I have had the opportunity to observe community planning in relation to public transit over the past two decades. Those observations and my practical experience in urban mass transportation, tempt me to offer some suggestions which may be of assistance to you in the solution of the vital problem of esthetic, yet realistic, community planning—than which nothing is more important today if our cities are to remain sound, economically, financially and socially.

In this matter, as in life, the Chinese proverb—"it is later than you think"—is pertinent. But, it is *not too late* if we get at the job aggressively, intelligently and collectively.

Any discussion of the place of public transit in community planning requires a brief preliminary analysis of what we mean by community planning. When we understand that—then public transit's place fits naturally and smoothly into the pattern.

Most of those here today are far better qualified than am I to define community planning. Yet I will be so bold as to try my hand at it from the layman's point of view. To me community planning means in brief—the scientific and practical development and effectuation of a long-range program for the overall structural improvement of our community way of life. For the purpose of this discussion it is sufficient to rest on that broad and possibly unscientific definition.

Perhaps the present great interest in community planning stems from the fact that people have finally come to realize that something has radically gone wrong with our cities; that the laissez faire doctrine of the past has led us up a blind alley; that the situation is steadily getting worse; and that, unless vigorous measures are taken to correct these detrimental conditions, our American cities may be destroyed from within just as effectively—though not as spectacularly—as Japanese cities were destroyed by the atom bomb.

Forward thinking state, county and municipal officials, civic groups

and others, including those of your distinguished profession, are now striving to bring some semblance of order out of the chaos of American city planning—or, rather, lack of planning—and so to build for the future that our urban life and commerce may function more smoothly, comfortably and efficiently.

Our cities are the nerve centers of our complex economic and social structure. We have largely become an urban people. Thus, the instability and disorder which have characterized our urban development, with its Pandora's box of economic and social ills, urgently need correction; and how well we correct it will have a profound bearing on the welfare of the country as a whole.

During the past several decades, we have seen the enigma of cities earnestly seeking to maintain and improve their position as hubs of industry and commerce, and, at the same time wittingly or unwittingly doing the things which threaten their very existence.

In this connection, I could recount at length the things that we have done or left undone, but you know them better than I. Thus, I will limit my illustration to the single item of *decentralization.*

Now, to a soundly conceived and properly controlled process of decentralization I have no objection; it has the merit of producing better living and probably better business conditions. But to an uncontrolled and unregulated decentralization I vigorously object. It has none of the merits of the sound plan. It is like a Malay running amuck; anyone who gets in its way is apt to get hurt. The difference between the two types of decentralization is the vast difference between a designed *cause* and an uncontrolled *effect.*

I need not recite the ills of unsound decentralization—you know them too well—blighted areas, slums, dislocation of real estate values in established business and residential districts, and a hodge-podge of unrelated and incongruous construction which creates eye-sores and unstable values where there could be beauty and utility. The mushroom-like growth of roadhouses, jukebox joints, hamburger stands and filling stations along an important new highway is a familiar example.

Furthermore—and this is equally important—unsound decentralization usually results in a substantial loss of taxes with which to conduct the business of city government and, at the same time, increases the cost of that government by forcing the extension of its services to these outlying districts.

In short, unsound decentralization results in a profligate waste of our community assets and a heading down the road to municipal bankruptcy.

Paralleling these disturbing trends of uncontrolled decentralization—and *contributing greatly to them*—are the difficulties and inconveniences of travel *within* the cities.

Just what *is* a city? Stores, offices and factories? Yes. Schools,

churches, theatres, playgrounds and homes? Yes. But in the last analysis those are only the *things* of a city; the *life* of a city is in its people—and, in our finely balanced present-day economy, *the welfare of a city largely depends on how readily its people can move about.*

The movement of people from their homes to their normal, daily activities of work and play—and back to their homes—is the *life stream* of a city. The free flow of this life stream is vital to the well-being of every segment of the community. When a man's arteries clog and harden, the sunset of his existence is near. It is not too much to say that the same diagnosis applies to a city. Thus, I submit that any sound program of community planning must embrace, as one of its most vital elements, a sound program of local transportation. This includes, but is not limited to, *public transit.*

That brings me to consideration of the bogey-man of American cities today—*the traffic problem.* A community plan which fails to grapple with, and solve, that problem might just as well not be formulated. It would fail in its inception.

Prior to about 1920, we had in practical effect no such thing as a municipal traffic problem. Those were the nostalgic "horse-and-buggy" days, when people walked or rode the street cars to and from the marts of trade, except the very few who could afford "hay-burning" equipment. The cities were closely built up, mostly in concentric rings around the central business district, except as "fingers" of development followed the arterial transit routes.

Probably a better term than "horse-and-buggy" is to call it the "pre-gasoline" age; and I venture to predict that even if the people of Oklahoma City had then known of the great strata of "black gold" upon which it was situated, the use of petroleum was so limited that few would have bothered to drill for it.

But—and this is significant—it was under those care-free conditions that the pattern of our city streets, particularly in the established business districts, was largely established and, by force of subsequent circumstances, they have largely so crystallized. That pattern was not designed for the traffic of the auto age and the cost of adapting it thereto is now—in most instances—prohibitive.

Into this idyllic picture came almost overnight a new and radical product of our industrial development—a product destined to have profound effect on the whole course of urban living. I refer, obviously, to the private automobile.

Its rapid development soon revolutionized our former concept of urban expansion. The area of cities, formerly *limited* to those districts which had ready access to public transit facilities within reasonable clock-time of the central business districts, became *unlimited.*

As automobiles were perfected and reduced in price, a steady flow of people left their older residential areas and moved to outlying un-

developed and relatively low-cost lands. In so doing they were freed of dependence upon public transit facilities and used automobiles to reach the downtown areas. Thousands of others, although still close to public transit, did the same.

Thus, the greatly increased use of automobiles filled to capacity our narrow and inadequate street systems; and American cities' public enemy No. 1—the traffic problem—was born.

In perspective we can now see what a grievous error was made. Public transit became rather generally looked upon as moribund, not only without but at least partly within the industry. Its days were definitely doomed to be numbered—with the "free-wheeling" happy era of two automobiles in every garage soon to come. That viewpoint became so official that actually it was no longer politically profitable for demagogues to kick public transit around or to make it an issue in municipal elections; and that was certain proof of the low estate to which it had fallen.

It is small wonder that, with such a viewpoint, with revenues steadily dwindling and with a majority of transit mileage in receivership or close thereto, incentive to improve and expand was lost. This brought out more automobiles and more congestion, with the "vicious circle" being expanded.

It took the cataclysm of World War II to show the need of public transit and what it could do in moving the masses and alleviating traffic congestion. I urge that you practically apply those lessons in your community planning. Public transit, properly encouraged and fairly recognized, can immeasurably ease your path.

What does the traffic problem cost us, apart from the frayed nerves and loss of time upon which no intrinsic value can be put? I do not profess to know, but have heard it estimated at from three to five billion dollars a year in excess moving charges alone. In New York City, it is indicated that the slow movement of materials to and products from the garment industry alone involves an added cost of a million dollars each working day.

Those are not small amounts even in these days. When there is added to those direct outlays the indirect costs of street improvements, policing, excess gasoline consumed, loss in real estate values, and the many other items which will readily occur to you, we get into astronomical figures which are reflected in the cost of living of every American citizen.

How can we solve the traffic problem?

If I could give you an overall panacea for that I would not be on this platform today. Rather, you would be beating a path to my office door and gladly paying any price which I might care to charge.

However, I can make some suggestions, part of which will be unselfish because they do not directly benefit the transit business, and part

of which I will call "enlightened selfishness," since they do benefit that business and at the same time produce improvements for all concerned.

Obviously, street widenings, grade separations and the construction of trafficways and super-highways can only be applied to a limited extent because of the great engineering and cost problems involved. But numerous improvements to speed the flow of traffic can be made without becoming involved in those problems—as have been demonstrated on various occasions and which are the subject of several able reports.

I have in mind, particularly, a report on "Urban Transportation" issued in April of 1948 by the Transportation and Communication Department of the United States Chamber of Commerce, copies of which are available at a nominal charge. Also, the earlier and more comprehensive study prepared by the same department of the National Chamber in collaboration with the Automotive Safety Foundation, entitled "Making Better Use of Today's Streets."

Application of the simple and inexpensive engineering techniques, traffic control regulations and enforcement policies advocated in those reports will help greatly to speed movement and clear traffic tangles. Among the measures advocated are adequate and properly coordinated traffic lights, the proper application of one-way streets, the use of alternate routes for through traffic, special through truck routes, limitations on turning movements, restrictions upon and the ultimate elimination of curb parking, and soundly conceived staggered work-hour plans.

I believe that all of those items, and others mentioned in the reports cited, have a very definite place in any soundly conceived community plan.

But even if we adopt all of those measures we are still far from having solved the traffic problem as long as automobiles are readily available and the American people are auto-minded.

In fact, I will go further and say to you city planning experts:

"Regardless of what artistic and scientific plans you develop for the re-designing of metropolitan areas—whether a central business core surrounded by a residential area built on a radiating or grid plan, or whether a business district of limited extent surrounded by a group of more or less self-contained satellite neighborhoods each with its own shopping area, facilities for recreation, schools, churches and the like—you will still be confronted with the traffic problem until the American people can be educated (not driven) to make reasonable use of their automobiles in their own best interest and that of the other fellow."

Also, I will say to you from the background of considerable practical experience:

"No matter how effectively you may plan, you will still be face-to-face with the fact that you cannot provide in any established and im-

portant business district—within the bounds of justifiable cost—adequate parking space and ready means of egress and ingress, if *all* the people going in and out of that district—or even a *majority* thereof—use private automobiles."

I could readily prove those things to you if proof was needed. It boils down to a simple equation of the square footage of street space required by the automobiles to transport those people, against the square footage of street and parking space available in that district, or which can be made available at justifiable cost.

That is where public transit comes in.

Surveys uniformly show that the average number of persons entering a business district by private automobile is approximately 1.75, that is—an average of one and three-fourths people to *each* auto. Therefore, every *50* people require an average of *29* autos. Those 50 people could be hauled in *one* trolley bus, motor bus or street car—at a tremendous saving in street space.

Efficiently conducted traffic surveys have also shown—believe it or not—that each automobile *passenger* requires an area of approximately 500 square feet of street space while the vehicle in which he is being transported is moving at a speed of 25 miles per hour (more, of course, at higher speeds); and, if my mathematics are not at fault, that means that each *automobile* so moving—with its average of 1.75 passengers—requires a space of about 875 square feet.

Also, this same hypothetical passenger requires 140 square feet of space for *parking* his share of the auto—almost as much space to park as he needs to do his work. The average *transit* rider needs *no* parking space and uses only *70* square feet of street space—one-seventh as much as the automobile passenger.

Assuming that the average load for a single public transit vehicle is 50 persons (as compared with 1.75 for an automobile), public transit offers a simple and economical way to reduce traffic congestion. It minimizes the necessity for costly street widenings and assists in expediting the free flow of people and goods throughout the community.

Let me give another pertinent illustration: In the rush-hour peak, with traffic moving at approximately 15 miles per hour, 36 automobiles will completely occupy the street space in a normal city block (450 ft. by 44 ft.) transporting a total of 63 people (at the average number of 1,75 using each private auto). A *single* street car or bus will readily handle the same number with practically no congestion. * * * *

We in the transit industry well recognize that the automobile has firmly established itself as a means of transportation. Many residents of outlying areas are wholly dependent on it, at least to points of connection with public transportation. Many others, who could if necessary use public transportation, use their automobiles for the convenience and economy of time.

However, large segments of the urban population still depend, and will continue to depend, on public transit. The great majority of transit patrons are daily workers, to whom adequate, speedy and economical service is an essentiality if the community is to function efficiently.

Therefore, it seems obvious that our cities and our city planners could profitably devote more of their time and thought to improving and expediting public transit service, not only from the standpoint of better serving those now riding but also of encouraging more to ride. Ten thousand dollars spent to improve public transit movement will often be more effective than a million dollars spent for a trafficway which may merely bring a new influx of traffic-congesting cars.

In the last analysis it is the *people*—not the automobiles—in a business district which determine the prosperity or lack of prosperity of that district. An automobile that buys anything in a store is yet to be developed.

Too often, however, this is not the case. Too often, public transit remains the "step-child" in municipal planning. City plans and city planners seem mostly concerned with the auto problem, which could be considerably alleviated through more concern for the transit problem. I commend that for your consideration.

An outstanding city planning engineer, Leslie Williams, reports that more private autos used the intersection of Forty-Second Street and Fifth Avenue—in the heart of New York City—in 1925 than in 1939, although in the *latter* year there were twice as many autos registered in metropolitan New York. And yet it was found that the movement of people and goods through that intersection was much greater in 1939 than in 1925. Attention to people and products, rather than to private automobiles, paid big dividends in that particular case.

A study conducted by the National Retail Dry Goods Association disclosed that in Philadelphia only 8 percent of the shoppers in the city's central department stores arrived by private auto, while eleven times that number came by public transportation (the remaining 4% walked).

Or, to bring transit's value to merchants a little closer to home, may I recall to you of Oklahoma City that 13th day of December, 1946—just ten shopping days before Christmas—when without warning you experienced a one-day transit strike. The result? At a time when throngs of Christmas shoppers would normally be on the streets and in the stores, Main Street looked almost like a ghost town street. Why? Because the great majority of shoppers are transit users—as the Oklahoma City merchants found out that day.

"These facts," said Robert A. Mitchell, chief of Philadelphia's bureau of traffic engineering, "bear out what traffic engineers have believed to be true for many years, that the great bulk of business is done by persons using mass transportation."

And speaking of Philadelphia—the merchants and other downtown

interests of that community recently experienced a bitter lesson as to the importance of mass transportation facilities to their welfare. A conservative estimate as to their losses during the 10-day transit strike was over 70 million dollars. Despite the fact that every downtown street was clogged with autos as harassed people sought to get about their business, the cash registers failed to ring.

The taxpayer may well ask: "If more than 80 of every 100 persons can readily get to the stores and their places of business by public conveyances, why should I be asked to put up large sums of money to provide for the convenience of the few who insist on the luxury of private transportation?" In these days of heavy tax burdens that question may readily become more impelling.

In a recent notable address before the annual convention of the National Association of Real Estate Boards, J. C. Nichols of Kansas City, a distinguished city planner and real estate developer, said:

"Full consideration should be given to the immense importance of mass transportation in our cities, facilitating movement of busses and street cars in every reasonable manner, cooperating in staggering hours of work when necessary, and encouraging the greatest possible use of essential mass transportation."

Automobile registrations now exceed the prewar peak of 1941 and are still climbing. In some cities, traffic volume already exceeds the prewar peak by 15 to 25 percent. In Kansas City, our City Traffic Engineer recently reported that, even with all curb parking eliminated and more stringent traffic regulations adopted, a 25% increase in automobile use would bring us to the street saturation point in the travel peaks and result in virtually complete stagnation in our central business district. That is not a pleasant prospect. Where will Kansas City be economically if that occurs? Probably bankrupt from lack of business or bankrupt from the cost of providing more street space for automobiles.

It is important, therefore, that plans to meet these present and prospective conditions recognize what public transit can accomplish in the way of alleviating traffic congestion and make adequate provision to permit it to do so with maximum effectiveness.

You gentlemen from the city planning field can do much to ease our path, and thus help us to help you. We do not ask much, but that which we ask is important; and we ask it on the equitable principle of the greater good for the greater number.

At the same time, that is a *dual* task. Public transit management cannot lay this problem in your lap and then go off and leave it. There is much that we can do in collaboration—by improving and modernizing service, making justified extensions etc., all of which should tend to encourage greater use of public transit, with more automobiles left in the garages during business hours. We will gladly meet you more than half-way within the limits of our financial resources.

Basically what we ask of city officials and planners is that our routes be cleared to enable us to expedite our service. It is ridiculous and unfair to have a street car or bus with sixty to eighty passengers, blockaded by one or two automobiles carrying one to four persons. It seems equally ridiculous to have key streets blocked or curtailed by curb parking—especially in the rush hours when every square foot is so badly needed for movement. The thoroughfares of our cities were intended for movement; we actually use much of them for dead storage.

Further, we believe that every transit route should be made a *through* route, with benefit to all concerned, and with vehicles from side streets required to enter or cross without impeding the through traffic.

And, finally, we ask a better and more sympathetic understanding of our problems—which are multifold—and your cooperation in solving those problems. It would be a sorry day for any major American community when its public transit system could not make the grade and had to fold up. To cast that added traffic load on private conveyances would mean congestion almost beyond conception. And yet, many transit companies are today on the edge of financial disintegration, with reduced patronage (lost to the private automobile) and increased costs—much of which is due to municipal exactions. We can render you real service in meeting your problems of city planning if you will free our hands to do so.

I will close with a quotation from the existing policy declarations on transportation, as formulated by experts and adopted by American business as represented in the United States Chamber of Commerce.

This particular declaration deals with "Public Transit." It is as follows:

> Every effort should be made to facilitate and encourage greater use of local transit.
>
> Efficient service can be best attained through private operation, with the capitalization, fares and service under the regulation of a state utility commission or a properly designed official agency within the metropolitan area having jurisdiction over all types of local passenger carriers.
>
> Since efficient and improved public transit is dependent upon its ability to attract investment capital, transit should be given a more favorable business climate in which to operate and should have relief from special and burdensome assessments.
>
> Further use should be made of limited stops, turn-back service, express service and other methods of improving transit service and expediting transit operations, including application of staggered working hours for business and industrial employees. Unwarranted route extensions and other unprofitable services affecting the financial stability of the transit carriers should be discouraged.

Ladies and Gentlemen—that is the case for public transit in your planning for a better community life.

May you find something in it of value in the performance of your vital task.

Design and Location of Public Buildings

WALTER MYERS, Fourth Assistant Postmaster General, Washington, D. C.

MAN is a gregarious animal. That is one of the chief reasons why we have cities. He seems to get more out of life by being with his fellowmen. Humanity in the mass on occasion will do things that the lone individual would not do. On the other hand the lone individual will do at times what the mass would never do. It may be the result of his concept of liberty. For in order to live together in peace one man's rights must stop where another man's rights begin. Nevertheless, just as the lone man's home has its individuality, that combination of homes that we call a city or town has its individuality too. Cities differ and have separate personalities just as individuals differ and have theirs. The reasons for the difference may come from a variety of things all the way from topography and climate to kinds of business or specialized work.

Man gets his living out of the ground. From time beyond memory convenience has settled his habitation close to the place whence his living comes. The miner lives close to his mountain. The fisherman dwells by the sea. During the late war those who made the atom bomb resided in towns that would insure seclusion and secrecy. Like the squirrel or the bee nature has endowed man with the will to lay something away against the time of need, necessity or misfortune after he has satisfied his primal wants. Out of thrift and saving grows the desire for luxuries, that is, things to ease the rigors of existence or beautify the place called home. Then as civilization advances the luxuries of one age or generation become necessities of the next. Once the walled city was the best in urban living.

The walled city was a defense and protection against enemies. Ever since the days of the mythical Cain and Abel men have killed each other. Now mass killing is called war. So, the walled city was a mean of common security. Time was when walls could keep out individual bad men and even hold armies at bay if the food supply within held out. By their very nature walled cities were more or less built according to design. But no more do walls a city make. High explosives and atom bombs have fixed that. Hence the walled city today is usually a relic or ruins. Throughout the ages the city has been the product of circumstances and conditions prevailing at a given time and place and a certain amount of foresight, planning and designing had to be exercised though it was more or less haphazard. The survivors of olden cities were not planned and designed like an architect plans and designs a house,—to fit the personalities, needs and desires of those living there.

Under conditions of present day living the planning and desigining of cities is almost a necessity and as a rule a civic center is a city's heart. It is true that business centers are important. But experience has taught

that business may have many centers besides the main downtown one. The reason: The city of today is a huge, complex cross between a manner and means of living and a form of government within government. Some cities have populations larger than those of independent nations. Every city is a tangle of housing, business, markets, factories, transportation, traffic, public utilities, sewage disposal, parks, charitable institutions, educational and religious establishments, a civic center and numerous natural and artificial means of satisfying man's longing for beauty, culture and easier and more gracious living.

Destruction of any of these things tends to destroy the city to which it appertains. Wherefore the city of tomorrow must be predicated on a world at peace because in wartime the first objects of destruction are the best, biggest and most important cities. Thus far in this country we have not suffered the devastation of Berlin, London, Stalingrad and Nagasaki. But if there are future wars, the time is bound to come when some of our best cities will be devastated too. The fate of Sodom and Gomorrah was a mere circumstance in contrast with the fate of Hiroshima and Nagasaki. Nobody in Hiroshima or Nagaski had the chance of Lot's wife to look backward and turn to salt. Can you imagine what an atom bomb would do to Washington and the District of Columbia? So if peace is ever established in this wicked, war-like world, if common sense should prevail in international affairs, perhaps the city would become what it ought to be, an instrument to bring the fullest good to each of us in the betterment of all.

Hornets and wasps are gregarious too. Since the beginning they have had a planned way of habitation. But their plans have never changed. The hornet and wasp nest will be tomorrow what it was yesterday and is today. A lot of people are like hornets and wasps. But they are not living. They just exist in a state of suspended semi-animation.

The older cities in other countries and in our own took their individual characteristics from chance and circumstance even as ours do today. A road along a river or a highway over a hill may have furnished the cue for the first real estate development. It may have been the deep water harbor of a seaport like Boston or New York. Or a place where a train stopped at a cross-roads on the plains. Or the slopes on a waterway nearest the mouths of mines like spraddling Pittsburgh. New Orleans squatted in a crescent made by Ole Man River and hundreds of miles upstream St. Louis sits dreaming on the west bank. Chicago huddled around the end of a great lake where it dipped deepest into the erstwhile rich corn, grain and cow country. San Francisco crawled over a lot of treeless hills partly because there was gold in 'em but chiefly because "them hills" hugged one of the finest harbors in the world. That overgrown youngster, Los Angeles, sprawled on the sand to take a sun bath and absorbed so many vitamins that when oil was discovered, instead of using it for sunburn, a lot of people beside movie stars jumped up and

got to work and yelled for water and more water until now there is talk about drinking out of the Columbia River or the Pacific Ocean if its salt can be checked at the reservoir or of melted ice from the Arctic region. Here in Oklahoma the first monument in many a town and city was an oil derrick.

The point of it all is that in the past by reason of peculiar conditions most cities were just crazy quilts of real estate development.

The "realtors" as they came to call themselves after they got religion, began to realize that cities are composed of many other things besides plotted fields with houses on them. The old free-and-easy developments sometimes made fat bank accounts. But in such hodge-podge growth too often high-priced property later stood in the way of civic centers and kindred projects for the general good. Experience has taught that sometimes the fat bank accounts of yesterday make anemic some bank accounts of today.

Even though it is often costly, up and coming cities are learning that planning has recurring value. In the civic center, for instance, the city, county, state and federal governments can make a contribution to usefulness and local pride that will sustain the dignity of each. It is my own view that the true public building should be a monument to its place and time, a monument that will help to give a city distinctive personality and revive memories for the person who once called that town his home.

Each city with such a center develops its own standards of architecture and design. These again reflect the city's personality. And it becomes the duty of the counties, states and the federal government to conform to the local planning, architecture and design as far as each consistently can.

To the average citizen the mail man is Uncle Sam and the Federal Building is his home. The mailman is the old Uncle at his kindliest and most useful best. There are certain attributes that the old Uncle's local home should have.

1. It must be a thing of usefulness as well as dignity. The courts and many other agencies of government are housed in it as well as the Post Office.
2. It should be as near as possible to the center of business and the center of population for the area in the interest of the best service at the lowest cost.
3. It should be as near as possible to the union station or the main arteries of transportation, also in the interest of the best and speediest service at the lowest cost. This dispenses with the upkeep and cost of mail trucks and the payment of salaries to the men who drive them between the railroad station and the main post office and avoids a double handling of the mail.

In some cities parcel post stations are located near the railroad stations, saving a double handling of bulky matter. There are also instances where sub-stations are placed near air-fields.

In New York, Philadelphia, Washington, D. C., Pittsburgh, Chicago, St. Louis, Minneapolis and Cleveland, to mention a few of the larger cities, the main post office is at or near the principal railroad station.

In Chicago a six lane super-highway will run through the post office, a mistake of planning made about a quarter of a century ago when the future volume of vehicular traffic had not been and could not be properly estimated.

4. Because the nature of the postal business requires many motor vehicles, traffic problems and parking facilities should be given most serious consideration. It is possible that in future post offices the eye-sore of loading platforms can be disposed of by putting the docks inside as is now done at San Antonio, Texas.

There may be situations where conditions will not permit, but generally speaking, it has been the policy in federal building programs to co-operate as fully as possible with local builders of civic centers and to conform as near as may be to local or sectional standards of architecture and design so long as it is consistent with the best service needs of the postal and other governmental departments or agencies. In New England many a federal building is of colonial pattern and design. In Florida, the Southwest and California old Spanish types occur frequently. One of the best examples is at Santa Barbara, California. At Santa Fe the federal building looks like a modernized Indian pueblo. In Rockville, Maryland, near where sign posts on Road 240 say "G. Washington traveled this road," the post office is in the form of an old toll gate house.

There are now 3,262 federal buildings housing post offices. There has been no federal building appropriations since 1938. The entire resources of the country were needed to win the war. The country is now alert to saving, economy and debt reduction. Nobody can tell when Congress will authorize and appropriate funds for a general building program although it recognizes that the need is great. The general feeling seems to be that nothing will be done until the national debt is lower, until costs of construction come down and there is a slack in employment. In the meanwhile there are plenty of places where necessity cannot wait for a general building program with projects alloted on the basis of congressional districts.

There are two schools of thought on federal buildings. One is that the present limitation of postal receipts of at least $10,000.00 a year should be removed and that eventually the dignity of the government should appear in a federal building in every county seat. The other school believes that federal buildings should be at once monumental and useful. This school argues (a) that valuable real estate is taken off the local tax duplicates; (b) that local investors who make leases should not be denied the opportunity to make an investment as good as a government bond; and (c) that in every federal building custodial help must be hired at salaries and for hours fixed generally by law and that by reason thereof the annual federal taxes are increased. Of course, this view does not take into account the savings in rent for the agencies housed in the buildings.

These considerations should not deter any city from adopting and pursuing long range plans and objectives, even where valuable property must be acquired or condemned to do it. Brooklyn, New York, is now constructing a splendid civic center with the first and one of the great suspension bridges of the world in the background. It is being done at high cost. The present purpose of the federal government is to cooperate as far as possible. New Orleans recently started on a scheme that will give that famous old place the greatest face-lifting in its history, Houston, Texas, has already done much and is preparing to do more. Dallas, Texas, and Spokane, Washington, are working on elaborate plans. San Francisco and Los Angeles are well on the way. St. Louis has a head start. Cleveland, Ohio and Buffalo, New York, have been working for quite awhile. In my own city, Indianapolis, the American Legion Plaza is the nucleus of a fine future plan. These are just a few of the cities that are establishing a trend in this country.

Beyond question the experience of the late war is going to lead to a shift in the location of industries and a consequent shift in population. Instead of having all eggs in one basket at a huge factory in Detroit, automobile companies will have branches at various strategic points throughout the Nation so that, in the event of future war, the destruction of the main factory at Detroit would not completely shut off output. The same is true of other businesses. This may cause large increases in population in places that are now small. Of course, that gives an excellent reason for municipal planning.

But after all, our plans are for the generations to come after us. Somehow we must make the will to preserve civilization prevail over the will to destroy it. We have justice under law because we have the power to enforce the judgments and decrees of justice under law. Until there is such a power to enforce international justice with something besides windy words, we must bear the burden of being prepared to defend ourselves with our fortunes and our lives. Carthage is no more. The dust of ages now wraps her vanished glories up. It disappeared as the result of a conflict between two violently opposing civilizations. Can we not still hear Cato thundering, Carthago delenda est——Carthage must be destroyed? We have two violently opposing civilizations today, if one of them may be dignified with the term, civilization.

I can recall when the Indian Territory passed away and Oklahoma was a new frontier. There is a new frontier in cities of 100,000 population and upward. We seem to be in a period of decentralization. Chambers of Commerce are putting more stress on quality than quantity. There is planning to avoid traffic jams and congestion, slum conditions and unhealthy, rotten housing, pollution of streams, soot and smog, high taxes, corrupt local government and standardized citizens that look and act as if they came off of an assembly line. There is planning to have what every sensible human is most interested in, good health, and after

that a chance to prosper and be happy, to reduce the rigors of existence to a minimum and to get the greatest comfort and ease in living. We must blend the ugliness of industry into social fitness and bring natural and architectural beauty into the patterns of our civic and family life.

The plans are sketches of our dreams. Our public and private buildings, our civic centers and our open squares, our avenues and wide streets are those dreams come true. When we stop dreaming we are dead. Maybe our little lives are dreams. If such they are, why not imbue them with useful beauty and fashion them in stone?

Modern Shopping Centers

KENNETH C. WELCH, Vice President, National Suburban Centers, Inc.; Chairman, Planning Commission, Grand Rapids, Mich.

THE words "modern" and "shopping centers" both need defining. "Modern" is first defined by Webster as "characteristic of the present time," and further as "new fashion, often in distinction from classical or medieval." Accepting this definition, we have many *modern* stores but few *modern* shopping centers.

Nor do we have medieval centers, except perhaps as they present medieval economic and traffic characteristics. Unfortunately, they are lacking in the picturesque qualities which, according to the advertisements in our travel magazines, are such an asset in attracting the new world tourist. This has all happened because the traffic and urban land use pattern as established in the beginning of this century by our rigidly fixed rail and streetcar lines is in such mortal conflict with, and so ill befits our contemporary transportation.

The private automobile, which in itself so comfortably transports most of us and our parcels, is a concrete manifestation of our love for individual freedom. It is also quite essential to our capital-labor economy. Being all of these things, it is essential that we provide a new—not only rehabilitated—land use and traffic pattern that is realistically designed for our new mobility.

Most city planners have been cognizant for some time of the serious conflict between existing shopping centers and the automobile. However, many land owners and merchants with their considerable investment in plant and equipment are still living in a wishful thinking dream world, hoping that some miracle will happen to solve the downtown parking problem. Other store owners have made plant and parking investments in an isolated area with no planning as to their future immediate environment, and completely lacking in the cumulative pull that has made their downtown operation heretofore so successful.

But now the public, who are also consumers, and the electorate are beginning to realize something is seriously wrong, and they are becoming annoyed. Even the editors are becoming annoyed as evidenced by the ever increasing news items and editorials on this subject in our daily press.

As for the expression "shopping centers," there are a great many kinds. In this instance we can confine our discussion to the type of shopping center which is a decentralization of an existing, congested main business district, rather than the neighborhood center of the enlarged neighborhood center called a "hot spot," which has tried to take on this function unsuccessfully. Nor can the congested central districts of the many satellite towns and smaller cities in our large metropolitan areas successfully perform this function.

In defining shopping centers it is best to define *first*, types of merchandise. Retail goods can be divided into, first, convenience goods, the important retail outlet of which is the food store. They, with drug stores and many other neighborhood shopping stores and similar services, form the neighborhood center. They present mostly a rather confusing architectural picture, but their traffic problems, including parking spaces, are not too serious because of the higher parking turnover. However, the prevalent curb parking is unsafe and stifles all traffic flow through the neighborhood.

The *second* category of goods is called shopping goods; namely, fashion, apparel, home furnishings and service goods. They basically supply the majority of the family's clothing, home furnishings, gift and many similar needs. Shopping goods have been most successfully sold in what we call the central business district for two basic reasons: First, because so many of these items are so-called "impulse goods," they required the pedestrian traffic that only the centralized hub of a fixed mass transit system could heretofore provide. Second, it was possible to concentrate at this hub an ample selection of this kind of merchandise to cater to the demands and tastes of all income groups. But we have overconcentrated. We know now the existing central business districts can never accept the private automobile as a means of transportation. The larger the city, the more impossible the problem becomes and the more important becomes the need for eliminating the congestion the private vehicle creates. These less congested thoroughfares can then serve a more efficient pedestrian traffic, mass transit system and movement-of-goods operation.

As we can break down our types of shopping goods stores into the popular-price department store, the bargain basement, the large department and fashion specialty store, including their better merchandise sections, and finally the more exclusive apparel and home furnishings shops, so we can break down the consumers' transportation desires. We find it possible today to create shopping goods centers that

can rather satisfactorily cater to the higher purchasing power represented by the upper economic half who live in the suburbs.

However, I would like to emphasize several important factors. *First*, the matter of transportation as in the present central district must be ample, but primarily from the standpoint of modern highway capacity combined with really ample parking space to handle the high seasonal peaks that are typical of shopping goods sales and which, by the way, are not typical of convenience goods sales. While public transportation is important primarily for the labor force who work in these centers, it plays a minor part as far as the customer is concerned. *Second*, to provide an ample selection of fashion merchandise, such a center must be built initially on a much larger scale than any attempted heretofore. Even then it must be merchandised and geared primarily to the suburbanite upper economic half. When this considerable investment is made at one time in planning and designing and in construction of buildings, access roads, parking areas, and landscaping, it becomes vitally important that it be done according to a complete and comprehensive plan and that the entire present and future neighborhood not only be completely planned, but voluntarily controlled for the best interests of the entire community and region. For example, it is best for all concerned, to eliminate future congestion, that the surrounding area be used for only medium to low-density housing. The parking area required to handle the seasonal peaks and reduce to a minimum the walking distance between retail store and parked car must be carefully planned in relation to the structural area required for an ample selection of merchandise. This results in the logical pattern as developed by National Suburban Centers of Boston. The traffic, parking, pedestrianways and store pattern are simple in themselves.

First, come the access roads, *then* the parking, then the stores surrounding a long, narrow park or mall. There are no show windows except at the entrance arcades that are exposed to the parking area, but, rather, is this exterior frontage used for service; primarily for incoming merchandise. The display windows all front on covered walks on the interior mall. This produces, naturally, on this interior and smallest perimeter the greatest possible concentration of pedestrian traffic. This scheme, under the name of Middlesex Center, and other types of centers were excellently presented in an article in the March *Architectural Forum* called "Markets in the Meadows."

This modern center can then have the same cumulative appeal to a region of a great many neighborhoods as does the central business district. However, this appeal is not made to the "average housewife," nor to the complete market, but rather to a limited economic group with great purchasing power and to the market who insist upon using their own cars for transportation. Outside of amusement and services, there are over 380,000 square feet of gross store area. Careful planning

produces 70 percent net selling area. This area can produce $30,000,000 in sales. A parking area three times that of the store area is maintained. There is at least one branch department store of over 150,000 square feet.

It is essential that sufficient highway capacity be provided in addition to existing demands. The condition that exists on so many major thoroughfares with their stifling ribbon developments prohibits their being the main means of access. We have had the most gratifying cooperation from the highway authorities, County, State, and Federal. A low land and construction cost highway in the open country not only provides a necessary public service in providing access to these centers, but also serves as a vital regional thoroughfare.

The buildings are economically designed in a conservatively modern style to best present, sell and service today's merchandise at a maximum productivity, a maximum profit to the merchant, and at a minimum cost to the consumer. Expense ratios as compared to a similar congested district store can be materially reduced.

The planning viewpoint is quite different when compared with most real estate developments of a similar nature. We *first* consider the *consumer*. The center must be reached with a minimum of congestion and with safety; within the center there must be a minimum conflict between moving vehicles and pedestrians; and there must be a maximum of convenience. Synonymous with this consideration for the public is our consideration for the community or the civil division in which the center is located. We do everything possible to protect the community from the troubles that arise from the typical conflict between commercial and residential areas. We provide for ample buffers between the parking space and contiguous residential areas, which we have ourselves established. Flexibility within the center is carefully planned, rather than to hope for future commercial expansion into residential area. Expansion, when increased population so dictates, can take place in the form of another such center, but ten or twelve miles away.

Then we look upon the center from the viewpoint of the merchant or the service proprietor to be sure that he has the most efficient space possible for a maximum productivity at a minimum expense. Having done all these things, we are certain that we will create a maximum of good will in the community and region and that the investment made, while considerable, will be on a sound, long range basis.

This new kind of regional shopping, service, and entertainment center in a completely planned community—planned in detail in its entirety before it is started—can render a real service in distributing these wanted goods, with an ample selection and with a maximum convenience. They can retrieve some of the retail sales in this category which have been lost because the heretofore ample selection of this kind of goods has been too difficult to reach for the suburbanite home-

maker. This important consumer in the upper economic half—generally a mother—has been thoroughly spoiled by and is quite dependent upon her car. She is able to use it for all of her other transportation.

In conclusion, a network of such centers can eventually relieve some needs of the paralyzing congestion in the central district, at least relieve it to a considerable extent of the shoppers' automobile traffic that occasionally tries to force its way downtown. This may deaccelerate, so to speak, the expansion of existing central stores, but it should permit them to function much better in catering to the labor force in the central district—the lower and medium income groups who live in the higher density urban areas and, last but not least, the suburbanite homemaker who still wants occasionally to use this main shopping district because of the admittedly greater variety and selection of these shopping goods.

This carefully planned network of such centers in any metropolitan area surrounding the central district of the large city can do much not only to relieve paralyzing congestion, but to permit it again to function better as the important business, professional, governmental, financial and cultural center that it should always remain.

Round Table on Zoning Administration for a Community

PANEL: Robert Kingery, General Manager, Chicago Regional Planning Association, Chicago, Ill., *Chairman;* S. R. De Boer, Planning Counsellor, Denver, Colorado, *Reporter;* William H. Coibion, Assistant Engineer, City Plan Commission, St. Louis, Mo.; Don Dow, Kerr, Catlett, Lambert & Conn, Attorneys, Former Ass't Municipal Counsellor, Oklahoma City; Joseph Goldfarb, Dearborn City Plan Commission, Dearborn, Mich.; Cyril McC. Henderson, Director of Planning, Modesto, Calif.; Merle Henrickson, Senior Publicist, Detroit City Plan Commission, Detroit, Michigan; Donald W. Hutton, City Planning Engineer, Oklahoma City; Floyd M. Jennings, Planning Director, Grand Rapids, Mich.; Elmer Krieger, City Planner, Milwaukee, Wisc.; A. H. C. Shaw, Zoning Engineer, City Planning Commission, Cleveland, Ohio; Frank F. Stearns, Director of Planning and Executive Secretary, City Planning Board, Miami, Florida; Arthur Stellhorn, City Planner, City Planning Commission, Green Bay, Wisconsin.

The question of Transition or Buffer zoning was discussed. *Mr. Goldfarb* brought out the need of having a master plan first. Should industrial uses be allowed for certain widths in the Buffer zone, was asked. Mr. Goldfarb answered that certain unharmful light industries can be allowed. Mr. Kingery said that the Buffer strip should be protected. Mr. Krieger suggested that Buffer strips should be purchased by the city. Mr. Kingery felt that is hardly zoning. Mr. Krieger recommended a 100 ft. wide park strip.

Mr. Wilkins, City Manager of Newton, Kansas, said that they have setbacks of 20 feet in residential areas and side yards of 5 feet. He

asked what the practice is on corner lots. Mr. Shaw of Cleveland said that they require only side yard widths.

Other cities require a side yard of one-half of the front yard or allow one-half of an average front yard.

Mrs. Loomis of Cedar Rapids asked what experience others have had with Boards of Adjustment. Mr. Kingery described the authority and the work of these boards. They pass on variations of the zoning ordinance and study reclassification of land if needed and pass on all matters where the administration of the ordinance is difficult.

The question was asked whether non-conforming property in B residential districts must be made conforming when present use is discontinued or can additions and changes be allowed.

Mrs. Loomis said that the Board of Adjustment in her city allowed continuance of former use. Mr. Stellhorn called attention to the powers of the Board of Adjustment. Mr. Kingery said that the courts usually hold that zoning must be reasonable. After the city council has decided on a certain use, changing the use should be up to the district provisions. Mrs. Loomis stated that Boards of Adjustment are often too easy. Mr. Shaw said the Building Commissioner carries out the zoning ordinance and the Board of Adjustment should be only for appeals from his decisions.

Mr. Coibion of St. Louis asked how to discover violations. Mr. Shaw answered that building inspectors often do not care but people know what their rights are, and report to the building department. Mr. Kingery asked how other cities do this. Mr. Duncan of Springfield, Missouri, said plumbers and electrical men assist the building inspectors. Mr. Coibion said that complaints come usually from people. Baltimore has two police officers checking zoning violations. Mr. Kingery asked how many other cities do this, but there were no replies.

Mr. Dow said that Oklahoma City requires a certificate of occupancy. Do other cities have this? Mr. Coibion replied that St. Louis has. The building inspector puts a sticker on the window. Mr. Mahoney of El Paso said they have several men patroling for the building inspector. They have three building inspectors, two plumbing, two electrical inspectors. They have had cases of asphyxiation. Mr. Dow stated that Oklahoma City has not enough inspectors.

Mr. Wilkins of Newton, asked in regard to the procedure for application for zoning. Mr. Henderson of Modesto, California reported that applications are made to the council. The zoning commission requires that owners get signatures of adjoining property owners within 500 ft. Application for change is not accepted without a petition. Mr. Goldfarb asked whether this leads to pressure groups. Mr. Henderson said this involves only minor changes. Mr. Kingery said that petitions are usually submitted to the zoning board. Mr. McConnell of Ft. Worth said that petitioners can appear at the hearings. Mr. Shaw remarked

that most changes in Cleveland have been upward. If there is a feeling in the neighborhood for change in zoning it is taken up with the district councilman. The zoning commission and council hold hearings. Mr. Hedden said that in Jacksonville, owners can initiate by petition of two adjoining property owners. If he cannot get this then he appeals to the council.

General U. S. Grant III, of Washington, D. C., discussed petitions.

Mr. Leyrer of Lansing, remarked that people will sign any petition. Only owners should be allowed to sign.

Mr. Wilkins asked the question, can the council pass over the recommendations of the zoning commission? Mr. Goldfarb declared the council will usually go with what the majority of the people want. Mr. Kingery pointed out that application is made by the owner to the village board, which orders public hearings and receives petitions. The Board of Appeals accepts petitions for what they are worth.

Mr. Leyrer asked if it is advantageous to have the building inspector act as secretary of the Board of Appeals. Mr. Shaw replied that in a big city, that is poor practice. Mr. Kingery thought that in small cities it is advantageous.

Mr. Anderson asked whether area requirements may not be reduced by sale. Can a man be taken to court for selling part of a lot? Mr. Heddon said a man cannot be prevented from selling land.

Mrs. Loomis reported new subdivisions where the lot areas do not conform to the zoning ordinance. Mr. Kingery declared that the lot area in new subdivisions must be in harmony with the zoning plan, and that sale by metes and bounds is not allowed. No building permit can be allowed for a lot which is not platted.

Mr. Mahoney asked where do you place motor hotels? Mr. Kingery answered that they are allowed in business districts only.

A Modern Experiment in Block Improvement

OSCAR STONOROV, Architect; Designer of "Yardville" Project and of Better Philadelphia Exhibition; Director, Philadelphia Housing Assn. and of Citizens' Council on City Planning, Philadelphia, Pa.

IN THE midst of important statements on the big issues of city planning, such as redevelopment, highways and public transit my remarks will seem insignificant because they deal with a very small aspect of the total problem of community planning. However, I shall not hesitate to introduce here certain observations which will attempt to link the small with the large. That is—the little man's place alongside the splendid isolation of the expert, who often ministers his wisdom in a vacuum sealed to the broad electorate that ultimately is called upon to back the experts' plans.

Yardville is an experiment in back yard improvements. The idea started with the building of a full-size improved yard in the better Philadelphia city planning exhibition in 1947. McCall's Magazine found the idea so attractive the editors decided to commission me to do fifteen yards in a middle class block that was physically not too good—not too bad.

Under the auspices of the Citizens' Council on City Planning we brought the people together in the basement of Pastor Lauer's church, discussed, debated, allayed the people's fears that while they were getting something for nothing there was no catch to it. (This was the hardest nut to crack—believe it or not.)

McCall's published the story of Yardville in this year's February Magazine. And since then the air is full of Yardville—the name the people of 7th and Luzerne Streets, Philadelphia gave the development. Since then the Citizens' Council has needed extra personnel, *McCall's* has created a new department, to deal with the flood of mail that has come from all parts of the country expressing interest and asking for advice.

While this thing started in Philadelphia and now has become a national program, there are these important points to keep in mind.

1. The program is being extended in Philadelphia with perhaps the most important demonstration being developed presently: the common yard where all the neighbors are developing all their yards together without any fences.

2. We must never make the mistake of thinking that the Yardville idea is an answer to low-cost housing and slum clearance.

3. We have always improved front yards, beautified avenues, built monumental buildings; the outward appearance of a city the visitor sees. The backyard is a symbol of our mess—the railroads, the slums, the slaughterhouses, the general junk. The backyard garden movement is the awakening of the sense of really making our true living spaces mean something. We can talk ourselves hoarse about Civic Centers all we want. We must begin to talk about garbage cans.

For a number of years now, whenever a planning representative of Philadelphia gets up in a planning meeting he talks about citizen participation in planning. So today I am going to do it again. In Philadelphia citizen participation has a particular significance, because of its strongminded Quaker and Presbyterian tradition. And I might as well dwell on it for a few minutes.

When we talk about a citizens' movement in planning, we must be careful to differentiate between:

The little people: I mean the *very* little people, who have old automobiles—or in the east none—live in old-law tenements and in general have the most votes and the least to say about planning and, therefore, do not understand it and for the most part are "agin it." Then come.

The middle people: they are in the middle. Usually they are club people; members of service clubs, garden clubs, church clubs. They are in the middle—between their husbands and mothers-in-law, or between their individual needs and the official positions their organizations take. These people think that they do not need the things they are talking about and campaigning for. The politician is polite toward them, he usually isn't too much bothered by them. These middle people do not know how strong they are. Once they realize that planning is *for them too* they will become politically unbeatable, because generally they know what they want. Then on the scale come:

The upper people: they are the businessmen, bankers, presidents of larger organizations. They normally take the position, by now, that community planning is a good thing. Of course, things can't be accomplished in a hurry. They think that politicians are rotten and that private enterprise ought to clear the slums; that, in general, government is bad and that unfortunately they, the business people, have no time to bother. The upper people usually provide the funds for the planning organizations that send you and me around the country. They are good people. They, too, think that planning is not for them and they hope that the big things in planning are a long way off their individual activities on main street or wherever planning would interfere with their particular sphere of personal endeavor. These people believe themselves politically important. They are *not.* The politicians take their money. That's all. Then there are:

The top people: they are in every town—small or large—the few people who *really* run the town, control the indebtedness, are realists in their dealings with politicians, businessmen and do-gooders, as they consider you and me. These people have gone through a development as important as the little people. These top people used to be against everything and anything that we are saying here today, only a few years ago. I do not hold that against them. The constitution guarantees to all of us the right to change our minds as many times as appears healthy and beneficial to us as individuals and to the community. So why object to the top people if they change their minds? These top people man the Planning Commissions, Redevelopment Authorities, Park Boards, etc., and lately they have discovered the Citizens' Movement, so we see them form Citizens' Agencies that are capable of producing huge sums of money to *coordinate* things around town. These top people are politically very powerful. They usually are disdainful of the *middle* and *upper* people. But they know how important the *little* people are. Therefore, they need the politician and the government people and only seldom do you hear these top people complain about bad government. They know what it is all about. They know that planning is not for them, because they live on large places in the country. They lately have become sympathetic to the idea of planning and know that they

can put it over. They are beginning to realize that City Planning is important to business and commerce; that it has a relation to taxes. We are now witnessing these gyrations.

Well, so much about the hierarchy of planning organization. You will wonder what all this has to do with my subject: back-yard gardens.

The Citizens' Council on City Planning in Philadelphia deals, in all its activities, with groups made up of people in the four categories as I described them. The Council's activities must be geared to the existence of these groups.

Generally, today, when we speak about citizen participation, we are referring to Group III, the upper people. We, in Philadelphia, are realizing today that the other 3 groups are the important ones, when it comes to action.

And Yardville is an idea of *action.* It is an idea to activate people around their back yards. There is where they meet neighbors, where their children first meet other children. The back yard in America has become to me the symbol of neighborliness and cooperation.

Mass recreation = sausage chewing at loud football games
Mass entertainment = gum chewing at silent movies

} are keeping people apart because everybody has to watch out for himself.

Maybe row houses are an idea of the east. I have travelled, however, the middle west and south and have observed that row houses are as much of a mental attitude that is expressed equally in the 50-foot lots; because the back yards of the 50-foot lots do not look any better than the row-house back yard that the Yardville U.S.A. idea seeks to improve.

In Philadelphia we are working toward action on the level of the *little people.* If urban redevelopment and slum clearance will make any sense in the way of *physical and psychological community planning,* it must make sense to the little people themselves. They must be part of it, they must understand it, they must approve it, fight for it; *because they believe in it.* I hope next year we can tell you more about that.

The idea of Yardville was engendered, you might say, by the *top people.* They gave us the money to put on a planning exhibition that attracted almost 400,000 people. And within that exhibition we picked —thanks to the generosity of McCall's Magazine—the area of the *middle people* to explore the possibility of *action.* By now the air, the newspapers and magazines are full of Yardville and all over the country, in over 300 communities, Yardville committees are at work. As Mary Gillies, Architectural Editor of McCall's said: "Yardville is an idea. Basically it involves redesigning yards—big or little, in old properties and new—for more active living." Yet this, to have any significance, must be done by *group action.* It can only be done in concert with others *by way* of a process called *neighboring.* In the block in Philadelphia that

we picked in cooperation with the Planning Commission, Redevelopment Authority, Housing Association and Housing Authority, these good people did not know each other *across* the alley, though they had lived there for 30 to 40 years. But during the planning which started in the church, they began to know each other and practiced the great game of neighboring; loving, drinking, eating and feuding, in which process the architect or planner usually finds himself in the middle.

People can understand back-yard planning. You don't have to sell people on the idea that:

Everybody likes to live out-of-doors
Everybody can see that such improvement adds to the value of one's home
Everybody can agree that if all do it, all will benefit
Everybody can figure out that for better values received it will lower maintenance cost

and after all in these four spheres lies agreement to four principles of city planning to which we must get the majority of the electorate committed.

Through the experience in the back yard we can educate to the appreciation of the broader aspects of city planning. Ultimately only citizen action will bring about the vast recreation programs we need. Programs that today, even small as they are, are failures because of costly public maintenance. Yardville, therefore, is an educational experiment in improvement for living, that can bring results in an area where people do appreciate it.

Flowers and babies have not lost their advertising value in U.S.A. Yardville adds to it the back-yard romance for the teen-ager, the problem child of the 1950's to come.

Not that I overestimate the importance of a few pleasant back yards in the vast physical and social problems of our big metropolitan centers —and certainly let me repeat and insist, Yardville cannot be a substitute for good housing under any circumstance. But to paraphrase the slogan of an old Philadelphia institution, please do not *under*estimate the power of a *woman* in regard to her experience gained in improving, together with her neighbors and all their husbands, her back yard. Please do not underestimate her power when it comes to city planning, because she is the *citizen* in Citizen's Participation in City Planning.

PLANNING IN SMALLER CITIES

Modesto, California

CYRIL McC. HENDERSON, Modesto, California, Planning Director of Modesto, California

IT IS indeed a privilege and an honor to participate in this conference and find myself addressing you on some of the phases of "Planning for Smaller Cities." At the risk of sounding egotistical, I am going to be personal in my discussion. It is simpler to exemplify certain points that way and I believe the problems which confront Modesto exist for most other cities also, in a greater or lesser degree.

First, let me give you a thumbnail sketch of the city of Modesto. It is a wealthy little town and was recently listed as having the highest retail sales per capita in the United States. Its present population is roughly 45,000, of which about 20,000 only live inside the city limits. It is located in an area which has been found to be the fastest growing area in the State of California, not stimulated by industrial development. It is essentially a rural town peopled by farmers who made a lot of money and wanted to retire in a restful small community. More recently, we have experienced a large influx of migrant agricultural workers who came and stayed.

These two groups of people represent widely divergent points of view. On the one hand there are the haves who are strongly conservative, and on the other we have the have-nots who can't afford to pay for the niceties of living. In between are the public officials who are attempting to satisfy both groups and to provide for the welfare of the community as a whole.

Now what are our problems? The growth of the city in the past decade has been tremendous. Practically all this growth has taken place beyond the city limits. We were unprepared for it and we are still unprepared for it but whether we like it or not, we are going to continue growing. Conservative estimates indicate that we shall have doubled our population by 1975 or so. We are faced with growing pains —past, present and future.

The result of this unexpected growth is that the location of our city limits bears no relationship to the economic, social or physical community of Modesto. This is Problem Number 1 and a state of affairs which is not uncommon in other cities of the United States. I only hope that for their sake, it is not as acute as it is in Modesto. One of the awkward results of this condition is that the city's tax base is far too small to provide the services which need to be rendered to a community of 45,000. Furthermore any plans which are made for the community as a whole are doomed to failure unless annexation or some remarkable degree of city-county coordination can be achieved; so that

there is a means of collecting tax funds to pay for the needed public improvements.

The second problem, with which we are faced, is that all new growth and development is taking place beyond the city limits, beyond the control of the city and under the jurisdiction of a county government that is representative of the large farmers and those who believe thoroughly in Jeffersonian Democracy. This raises the question how far should a city go in planning for the development of urban areas beyond its corporate limits. Our County Fathers seem to think that this is principally the responsibility of the city, and yet, from the sentiments expressed at a number of recent public meetings held in the fringe areas, it appears clear that many of the people living outside don't want to have anything to do with those inside. Unfortunately, we have several very influential citizens inside who have expressed a corresponding opinion.

One of the arguments propounded by those who are opposed to any thought of annexation is that the people outside are farming folk and don't want to have anything to do with cities and things. They do not realize, however, that they themselves have elected of their own free will to live citywise in an urban type of environment. No one, not even in California, can call a 60x120 foot lot a ranch. This attitude is more common to smaller cities than larger ones. Smaller cities are made up of people who have migrated from farms whereas the bigger ones are largely made up of people who have had little or no contact with rural life. You can see then that the problems of small cities differ considerably from those of the larger ones. After all, the governments of our cities are based upon the philosophy of the people in them.

At one time, I had great ambition of the large swath I could cut in the planning world if I could get into a small city that was growing fast, like Modesto, and put some of the planning philosophies into action. The opportunities seemed unlimited.

Before I came to Modesto there had been little achieved in the way of planning. I found the planning department saddled with a number of petty details such as: issuing house numbers and worrying about the relative proximity of chic sales to kitchen doors. Now, Modesto has only enough money to hire one Joe to do the work for the planning commission, and there is just so much work a single fellow can do. It is important if a Planner is to *plan* that he be relieved of administrative details and be allowed to get on with the job of planning.

On the other hand, in our small cities, a planner must maintain close contact with the people, with the developers of land and with any individuals and organizations concerned about the community's welfare. Because of our limited research and financial resources, it is particularly important that these groups be brought into the process of making and developing city plans. Ultimately in a small city, planning is only as effective as the interest which can be generated in the people themselves.

Now, how should we begin to attack a planning program for a small city? Fairly soon after I had arrived in Modesto, I was asked to cooperate with the Recreation Commission and the Parks Department in working out a Master Plan for Parks and Recreation for the whole community. This seemed to be a good jumping off point, since the community was already stirred up about the need for additional facilities and the City Council was being continually pestered by groups representing individual interests. As we progressed with the survey, it became quite apparent that at least a preliminary land-use plan was essential before any proposals for site acquisition could be made. Immediately, when we started looking into the probable future land-use pattern of greater Modesto, we were faced with another major question: what was going to happen to 99 Highway?

Modesto happens to be bisected by 99 Highway and the Southern Pacific Railroad and there are, as in every town, two sides to the tracks. 99 Highway is one of the heaviest traveled highways in the United States and it is certain that it will not remain for long where it is, as it is. We have an immense problem in regard to the relocation of this highway. It will affect the whole social and physical structure of our community. Most of you, in small cities, are faced with similar circumstances to a greater or lesser degree.

Now what are we to do about it? Generally speaking, State Highway Departments are not willing to commit themselves on future plans, —if they have any, at least until they are practically ready to start construction. We are most fortunate in having an extremely cooperative District Engineer in the central part of the valley. I believe him when he says that his department has no plans, as yet, for pushing 99 Highway through or around Modesto. Furthermore, they are not ready to make any, for like all highway departments they are overloaded with current construction projects and planning for the improvements that are most immediately needed. We have succeeded, however, in securing their technical aid and blessings in making some very comprehensive surveys of our own. From these, sound conclusions may be drawn as to the best location for the future freeway.

I have dwelt on this point because I believe it is important that we who are planning, in the smaller communities in particular, should attempt to determine our own fate on such important matters as highway relocation. The excuse frequently offered is that the State Highway Department will do as it wants to anyway. Experience shows, however, that they are inclined to lend an ear to the proposals of local communities; provided, these proposals are, of course, reasonably sound. If mere opposition is voiced to a highway relocation project, without the proposal of any alternate routing supported by factual data, your highway department is likely to go elsewhere and worry about some other city's problem.

Most cities have long been conscious of the need to provide adequate thoroughfares for traffic. Much of this traffic is of the in-and-out variety. We are forcibly realizing today that we have no place to put our vehicles when we get them into our cities. Many cities are trying to find a solution to this problem. Others will live to regret their apathy. A very interesting development has recently taken place in a neighboring town, somewhat smaller than Modesto. Seventeen stores of major importance, including Sears Roebuck, J. C. Penney and Woolworth, have recently located on a new large site beyond the city limits, where they are able to provide a three to one ratio of parking to floor space. This is one solution for the shopper, but what does it do to the downtown district?

Land values in small cities aren't so impossibly high that we cannot do something about this situation. A number of city zoning ordinances now require that all places of public assembly: new businesses, industries and uses which generate a need for parking provide certain minimum areas for off-street automobile storage. Those cities which have imposed no such requirements upon the individual property owners are going to be faced with the necessity of spending vast sums of public money for the acquisition of parking areas. Modesto is proposing an expenditure of over $750,000 in the next two years for this purpose, to save our central business district. We are fortunate, however, in having a net revenue from parking meters of over $50,000 per year which has been pledged for the sole purpose of providing off-street parking facilities.

This presentation may seem a little unorthodox. Of course, the first step in any planning program is to gather a sufficient fund of basic data on the physical, social and economic factors of the community. It is trite to say that sound plans cannot be made without a solid background of facts. The gathering of these facts, of course, takes time and one is seemingly unproductive during this period. There isn't time now, to discuss what basic data is necessary. Any qualified planner will know and reference can be made to text books on the subject.

There is one further point I would like to make. In the planning process, we must consider not only what we need but how we are going to get it. This necessitates, therefore, an investigation of the fiscal ability of our individual community. I have some general figures here which should be interesting and significant to those who are connected with the shortage of the city's revenues. Who isn't?

It is a parodoxical fact that at the local level where we have the closest control of our tax funds, we are the least willing to contribute to them. Our per capita expenditures for the Federal government increased about 303% from 1940–47; for state government they increased about 54%; whereas during the same period the per capita expenditures of all local governments increased only 36%. Comparing 1947

per capita expenditures with those of 1927, we get a more startling picture. Federal government expenditures increased over 1100%; state government's increased 166%; and local government increased only 8%. Putting it another way, we find that in 1927, 27 cents of our tax dollar went to the Federal government; 18 cents to the states; and 55 cents to local governments. By contrast in 1947, 75 cents went to the Federal government; 11½ cents to state government; and 13½ cents to all local governments. This trend is not necessarily a reflection against local government, rather is it due to the fact that we, as citizens, have lost touch with our state and Federal governments and this is the only way of expressing our natural reluctance to paying taxes. The result is that we are starving our local governments of their lifeblood. This, as I said before, is quite paradoxical for it is in our cities and towns where we receive the most visible and tangible benefits for the taxes we pay. Higher levels of government, it is true, are taking on more and more functions such as welfare, education, health, highways, etc., but this transfer of responsibilities does not compensate, either financially or physically, for the dearth of local services.

Some might ask "Why the emphasis on increasing taxes? We're taxed to death already!" Let him first compare the increase in the Bureau of Labor Statistics Cost of Living Index and the Engineering News Record's construction cost index with the increase in the tax receipts of local governments. Taking 1935–39 as the base period, we find that by 1948 the cost of living has increased by 72%; construction costs by 110%; and tax receipts by 28.7% only. No wonder our cities are in an economic plight.

These fiscal problems are common to nearly all cities. Psychologically we're broke. The result of this psychological bankruptcy is that we allow our cities to operate on the principle of "government by crises," doing the things which need to be done only after conditions have become totally unbearable. Sometimes we even wait until action is forced upon us by the state or Federal government; thereby losing a part of our local autonomy which is so vital to our American democracy.

Planning helps us to visualize and forestall some of these potential happenings. It prevents the crises. Frequently sound analysis reveals that a little money spent wisely today will save a great deal tomorrow. Planning itself costs money, an insignificant amount, though, in comparison to the benefits which may be gained. Planning is for people and plans need to be explained to them, for everyone is ultimately involved in the process of putting city plans into effect.

Now, what conclusions can we draw from all this? Firstly, planning in small cities differs from planning in larger ones. The opinions of individuals carry more weight. Personalities count for more than perfect theory. The small town planner has to think of these things. We have big problems too, and we can solve them; but the solutions will only be

found through collective action. Those "outside" must work with those "inside." Those on the north side of the tracks must work with those on the south. The community is important. For what affects the community affects everyone in it.

There are many advantages that smaller cities have over the large ones. They are safer from a standpoint of national defense; they are closer to the countryside; the people in them enjoy shorter journeys to work; and they all know each other. A population of 50,000 has been suggested as the ideal size for efficient municipal operation. Perhaps the greatest asset of small towns is that the government is close to the people and the people are close to their government. This relationship—as long as it is maintained—provides the backbone of our democracy.

Green Bay, Wisconsin

ARTHUR STELLHORN, City Planner, Green Bay, Wisconsin

I JUST hope that the hometown Association of Commerce never finds out that I willingly participated in a program that placed Green Bay in the "Smaller City" catagory. Why I'll have you know that our Green Bay Packers play football in the same league as Chicago, New York, Detroit, and Los Angeles. We didn't do so well last year—but neither did Detroit, and you don't go placing George Emery on your smaller city program.

What is a big city and what is a small one is no doubt a relative matter. Some years ago I lived in North Dakota, when we went to Fargo, we talked about going to the Big City. Never heard of Fargo?

There is a certain size of city, where it seems all the problems of the metropolis do occur, but minus the financial resources of the metropolis to cope with. I don't know just what the upper or lower population limits of these would be, but they would no doubt include all our cities wherever we hail from!

This isn't all blarney; I am quoting from the *Milwaukee Journal* of Sunday, March 13, 1949. It starts out, "The need for greater traffic capacity on the city's major thoroughfares was highlighted again Saturday by a new count of motor vehicles at six important points." It lists the six important points, these range in traffic volume from 14,602 to 23,067 for a 24-hour count. The powers that be, feel this is just one more item to prove that Milwaukee should embark on a one hundred million dollar expressway program. I don't know the details of Milwaukee's problems, and maybe it does prove just that.

But I wonder where Green Bay fits into the traffic picture. The last traffic count I have shows that the bridge carrying the least traffic in Green Bay carried 12,173 cars per 24 hours, just 2,429 fewer than the lightest Milwaukee volume; our Main Street bridge carried 24,448 vehicles in 24 hours, 841 MORE cars than Milwaukee's heaviest. May-

be I should go home and start agitating for a hundred million dollar expressway program. Maybe I should, but I would like to use this occassion to inquire whether or not any of you have an opening for a blueprint boy, because I may be needing employment soon.

Green Bay is an old city as American cities go, claiming its birthday as 1634 when Jean Nicolet stepped ashore near the mouth of the Fox River. Father Claude Allouez, Joliet and Marquette arrived about 1670. Early hopes of a water passage to the Pacific were soon dashed, and the explorers had to content themselves with a route, which with one small overland portage connected with the Mississippi.

Most signs of this early history are now either disappeared or preserved in our museums. For my part there is just one inheritance left me that I would just as soon put in a museum, but I don't know how to get it there. That item is a collection of the most outlandish set of ownership lines I ever heard of. The Fox River was of course the main artery of transportation of that era, and everyone wanted to be able to get to it. In true French style and in a manner perhaps not unfamiliar to those of you who have visited Montreal, Quebec, and that part of the Northern Hemisphere; there was laid out a great number of private claims each fronting on the river, and extending back nearly at right angles to it, and as far back as was necessary to get the desired area for each parcel. In some cases claims only a few hundred feet wide would extend back five miles from the river. To make it more interesting, not only did the depth of the parcels vary greatly, but apparently if the neighbors weren't too congenial, vacant strips as much as 240 feet in one case would be left between these private claims, probably just to avoid arguments. As the city grew and land began to have some value, various entrepreneures saw the opportunity to stake out later claims in these vacant strips. Naturally some of the abutting owners also saw the opportunity of moving their property stakes over a little, if no one else had already done so. When the U.S. public land surveys came through this part of the country about a century ago, cutting the landscape into mile squares, these private claims having already existed for nearly 200 years were honored, and the sections were meandered around the existing ownership parcels. These two unrelated systems were of course modified from time to time by the ideas of persons desiring to plat their own property so as to get the most possible lots out of it, plus the usual activity of metes and bounds merchandise; thus producing a local heritage of assorted ownership lines so involved that we often wonder where we are.

As city planners, probably all of us from time to time have remarked as to the permanence of the lines produced by platting of land; and consequently the importance of getting these lines right in the first instance. If Green Bay's 300 year experience in these matters will add any amunition to your arsenal of arguments—take it and welcome to it!

Never having been a city planner in any of our million population cities, I would be on pretty shaky ground by trying to make comparisons between big and small city techniques. One feature I detect in the small city is the Show Me attitude. Not only is it necessary to secure the same basic data in the small city, but it also appears necessary to develop usable standards by which this data is interpreted. I find little response in quoting from Mr. Segoe's excellent book Local Planning Administration, page 379, "business uses as a rule occupy not more than 2–5% of the cities developed area." In vain do I exhibit his tables showing actual percentages from different cities bearing out his statement. The reply is always the same, "Well maybe our city is different, in fact we think it is." It may be pure coincidence, but it sometimes seems that the persons who speak most eloquently why their town is different from all the others are the individuals still living in the same houses in which they were born!

We made an intensive study of our own central business district, and were able to show in number of square feet, that we are now using less than ⅛ of the area zoned for business. People were a little concerned why gas stations, beauty parlors, etc. were popping up in what seemed to be residence areas,—they were residence areas in fact, although they had in some cases been zoned for business for 25 years, and most of the owners had never seen a zoning map. We didn't get too far when we said that we had too many and too large areas zoned for local business districts. But when we were able to show on a scale map, that a particular business district located 2 miles from our central business area, was large enough to contain ten of our largest department stores, and that it was big enough for an outdoor movie, AND THAT IT WAS BEING CONSIDERED FOR THAT, then it was easy to sell the idea that the area was overzoned and should be reduced.

In another area we were able to demonstrate that within a radius of 300 yards of a certain point there now existed 9 neighborhood grocery stores, and others too, just beyond the 300 yard distance. Many of the owners found it necessary to open from 7:00 A.M. to 11:00 P.M. weekdays, Saturdays, Sundays, and holidays; business mortality was high. A count of the houses showed that if we were to assume that each family in the area had an income of $5,000, and that they all bought all of their groceries in the neighborhood stores to the assumed tune of 20% of their incomes then the combined purchasing power of the area would only produce a volume of retail sales, which averaged out would gross each store about $25,000 yearly sales. If the proprietors could make 10% for themselves after expenses, this would provide about $50 per week for one wage earner in each store. This is the kind of data that seems to provide the conviction we need in our city.

After zoning, one of the things that seems to be closest to heart is the layout of subdivisions. The irregular, curvilinear street pattern,

accepted by most of us as a foregone conclusion, is still in the experimental stage for many people. One of the handiest gadgets in our office is a set of scale models. We have a hundred or so little houses, stores, schools, churches, factories etc. made out of wood blocks at 50 feet to the inch. These are brightly colored, all different sizes and shapes. We have standardized our subdivision layouts at the 50-foot scale, so that we can use the models. It's not too much of a job to get a black and white print, throw a little green color on for grass, and a bit of brown for roads, and then place the models around. You can take photographs of these from different angles, and give them to the developer, and the models are free to be used over and over again. We all know the sales value of scale models but the trouble seems to be that it does take a lot of time to make a good one, and that a poor model is really worse than none at all. I do know that our models have made it possible for us to get ideas across to people who are left cold with the ordinary blueprint.

I don't know just how many planning conventions I have attended, they have all been interesting, some emphasize one phase of planning, some another. But I don't think any has passed by without considerable emphasis being placed upon citizen interest and support. Sometimes we call it public relations. We quote Mr. Ray Ramsay of Lincoln, Nebraska, "Public relations, in some respects is a form of advertising, and yet it differs from some of the advertising in a very important sense. Much of the advertising as we know it proceeds on the theory that all people are morons, and if you don't believe it just spend an evening listening to the radio commercials. Public relations on the other hand proceed on the theory that people are intelligent, and act accordingly."

We found in Green Bay a public that was hungry almost to the point of starvation for any information as to the general basic data upon which our city planning effort must be based. We found it to our distinct advantage to release to the press and radio, the results of our basic data studies just as fast as they could be assembled. These are released as bare statistics without observation or comment. If the facts are well compiled no deductions by the planners are necessary, the public draws its own conclusions, and these will be more effective just because of that fact. I have here a copy of a little booklet prepared for the sole purpose of furnishing in handy form information about the city planning activity in our town. We printed 5,000 of these, and their effect in Green Bay has been gratifying.

If we start out with the same basic data, our conclusions will be surprisingly harmonious; without this uniform premise we are likely to end up with as many different ideas as there are people who participate in the program.

Planning in New York City

ROBERT F. WAGNER, JR., Chairman, New York City Planning Commission, New York, N. Y.

PLANNING in the City of New York is an extremely complex and difficult undertaking. Unfortunately, there are too many inarticulate assumptions about our city which tend to conceal the delicate balance wheel of its organization.

For example, it has been estimated that in the Metropolitan Area of New York, there is seldom more than 60 days' food supply on hand. In order to meet this simple and basic need of our city, requires a tremendously complex organization of farmers, shippers, dealers, warehousemen and distributors, financial institutions and inspection bureaus.

It is virtually impossible to visualize the intricate character of the organization of manpower and resources required to feed New York's eight million people. Yet, its operation is so smooth that one is seldom conscious of its complexity. Its complexity becomes apparent only when a technical breakdown, or a threat of a strike, focuses attention sharply on a particular phase of the mechanism required to feed the city's residents.

We tend to take for granted too simply the fact that there are eight million people living in New York, and that its day-time population exceeds ten million people. The human mind cannot fully grasp or comprehend the implications of so many people centralized in a relatively small area. It is only through simplification and comparison that the full scope of the problem of planning New York can be really appreciated. For example, here we are in Oklahoma City, a fine, relatively young city, with problems not unlike those we all face in our communities. Based on the 1940 census, New York City had a population large enough to equal 35 Oklahoma Cities, which means basically that our problems are not just 35 times as complicated, but more likely 50 or 60 times, because we have to contend not only with problems of peak loads, but a heritage which extends back over 300 years.

Visitors to our city are generally impressed by its dynamic character. They observe even more sharply than do our residents, the contrasting features of life in our metropolis—its slums and its palaces; its poverty and its wealth; its despairs and its hopes; its weaknesses and its strength; its semblance of chaos and confusion, and its underlying core of purposefulness and order.

Within our city, you will find the major evils of contemporary urbanism—slums, blight, congestion. Yet, the despair born of the complex problems we face, must eventually give way to the promise of the years which lie ahead. For, there is one major fact which has meaning above and beyond everything else. Within our borders, more than 8

million people, from all walks of life, of different races and creeds, are rising to ever higher standards of living in the finest traditions of democratic life.

Planning for the city's future is necessarily a difficult task. Our industries are extremely diverse and operate typically through comparatively small units. The port, which plays a dominant role in its economic life, is necessarily affected by the stresses and strains of international factors entirely beyond the power of the municipality to control.

As a practical matter, we must take our city as we find it, with its product of unplanned growth and development running back three hundred years. Our heritage consists of narrow streets, designed for the horse and buggy age; uninhabitable slums, teeming with life for the want of a more effective housing program; dilapidated industrial and business zones, with their attendant evils. In addition, restrictions on repairs and improvements, imposed in the interests of maximum war production, have accelerated the rate of obsolescence and deterioration of our city's physical plant.

It is a strange paradox, that while the evils of unplanned growth are manifest, even after only a superficial view of our city, early efforts to give direction and meaning to its development were met with severe and bitter opposition. Enactment of the zoning resolution, the first comprehensive municipal zoning law in the United States, was possible only after a prolonged and exhaustive campaign of education.

Fortunately, however, recent years have marked a profound and hopeful awakening among our people, to have evils of unplanned growth. Planning, at all levels of government operation, has finally assumed a mantle of respectability. There is a growing realization, that we can no longer afford the luxury of unplanned growth, that prompt and effective action is needed to bring order out of chaos. We are becoming more acutely aware of the responsibility which public officials share with the community leaders for evolving a long-range and flexible program, to direct its growth along desirable channels, to create for our residents and enterprise environments in which business can prosper, and our population enjoy the manifold blessings of civilized democratic living.

Comprehensive planning by municipalities represents a relatively recent departure from pre-existing municipal practices. In our own case, the City Planning Commission is only eleven years old.

The basic consideration which led to its creation under the new City Charter, was the growing realization that unplanned growth means waste and extravagance, that uncontrolled community development may jeopardize the health and welfare of our people, that haphazard layouts of streets and arterial highways, and the failure to integrate municipal facilities contribute immeasurably to the cost of doing business in the city and to the tax burden on all its residents.

Developments completed and in process are slowly but surely changing the face of the city. A striking example of the transformation of a depressed, blighted area into communities designed for modern living, is evident along the East River Manhattan front. In that area, Lillian Wald and Jacob Riis Houses, Stuyvesant Town, Peter Cooper Village, a proposed Veterans' Hospital, the New York University-Bellevue Medical Center, and the United Nations Center indicate dramatically how private and public resources can uproot the evils of slums and haphazard neighborhood development.

Similar developments, though perhaps at a smaller scale, are taking place throughout the city. Recently, we made public a report setting forth a public works program for the city, amounting to five billion dollars. The magnitude of this program is indicated by the fact that it equals a full year's appropriation under the Marshall Plan for European recovery.

As that program advances, communities throughout the city will be served by better schools, more hospitals, improved transportation facilities, and other services essential to the health and welfare of our people, and to the continued prosperity of its business and industrial interests.

As the program unfolds, new patterns of community development will emerge and reflect themselves in more desirable living conditions for our people. It will take a long period of time before that program is completed, and significant changes may not be apparent during the next few years. Many desirable projects must be delayed because of financial limitations. Others must be temporarily postponed because the acute shortage of housing makes impossible clearance of the site. And, in any event, the progress of a project from its initial stage of planning, to the drafting boards, to the bricks, mortar and steel, and ultimate completion is necessarily a time-consuming one.

Despite the time and effort expended in the preparation of this huge public works program, we cannot accept that as a final blueprint for the city's growth. Basically, the program is a flexible one and may be readily changed to reflect changes in the city's needs. Thus, the program is subject to constant re-examination and further analysis, as dictated by trends within the city, when they manifest themselves.

For example, the unusually high birth rate of the past three years may dictate acceleration of the school building program. A recent study of our school needs indicates that we shall require 153 new elementary schools by 1955.

As a practical matter, an effective program for decent planning of our city involves much more than concern over individual and disparate manifestations of unplanned maturity. It is a problem whose scope extends far beyond those of slum clearance, effective land use, traffic congestion or the inadequacies of many municipal services.

We cannot plan comprehensively without a detailed analysis of economic, political and sociological factors necessary to isolate sore spots and to make positive proposals for their removal. We must consider the factors which stimulate its birth and growth, its geography, its industry, and the nature of its population. We must have precise information as to how people live, work and play. We must at all times keep abreast of trends in international affairs and in international trade because of their sharp impact upon its economy as a whole.

All of this information must be carefully examined and integrated so that we can perceive the city as a living entity and understand the inner springs of its activities.

These basic economic and sociological considerations are the raw materials of our trade. Whether we use well the planning tools at our command, will depend in large measure upon how well we have clearly defined, isolated and comprehended these basic materials. Without them, we are not planning but groping in the dark, and blind planning may well be as vagrant as unplanned growth.

For the first time now, the City Planning Commission is accumulating the basic data essential for sound planning. Last June, with the approval of Mayor O'Dwyer, and the Board of Estimate, the city's governing body, we undertook a comprehensive study and analysis of zoning in New York.

More than 30 years have passed since the zoning resolution was first enacted. During those years our population has increased by about 60 percent, from some five million people to over eight million people. Large tracts of land have been subdivided as the city spread into its outermost boundaries. Industries which then existed have fallen by the wayside. In their place, new industries have arisen, reflecting the advances of science and technology into the furthest recesses of human knowledge.

Similarly, these past years have witnessed great strides in architectural designs and planning, in engineering techniques, and in community development. The day of single lot construction has given way to superblock planning, and the integrated development of large tracts of land. In addition, technical advances in smoke and fume controls, in industrial noise abatement, call for sharp revision in outlook as to the undesirable character of certain industrial operations.

To a large extent, we have attempted to keep pace with these developments in engineering and in planning, with population changes and with physical expansion of the city. But, the result is a document of several hundred amendments, so complex that even the initiate cannot avoid its pitfalls. For some time, it has been clear that the pattern of metropolitan life today cannot be molded into the framework of the existing zoning resolution, without stress and confusion.

The information we are acquiring in the course of this zoning survey will provide the impulse necessary to advance master plans for the

city's development. In connection with the zoning survey, we are getting a series of reports relating to economic activity in the city, trends of industry to centralization or decentralization, employment, transportation, housing, together with estimates of future needs.

For example, our studies show an important and interesting shift of the printing industries, from lower to midtown Manhattan and at present into Queens and Brooklyn. Other similar reports will estimate the city's future population, changes in the pattern and types of residential developments, local retail trade areas, and other aspects of the city's life that must be considered for guidance of its future growth.

Tentative conclusions from our study of population growth and trends indicate that we will add, by 1970, a population equal to that of the City of Cincinnati, with all the accessory facilities, services and employment. However, the growth of the population will be dependent, in large measure, on our ability to provide the necessary employment opportunities and adequate housing accommodations.

The economic base of the city is, of course, the key to the entire problem of city planning. Accordingly, we are exploring fully the trends of business locations and areas needed; the relation of employment location and residence on transit facilities; the impact of bulk goods manufacture on street traffic and congestion.

The information we have compiled indicates that the city's economy is proceeding at an even keel. While some industries may be leaving the city, we know that a much larger group of industries is moving into the city because of its vast facilities, market potentialities and skilled labor force.

We have recently established within the Commission a new Division of Research and Planning to integrate all of these reports, and use them as a springboard for advancing the city's Master Plan. At the present time, the Division is a very small one, but we hope to expand the staff to the extent necessary to deal with master planning comprehensively.

We are now working on a new Master Plan for Slum Clearance and Public Housing. We anticipate that Federal and State housing programs will provide some 70 thousand new units for New York City. We expect to be ready to integrate this vast new housing program with existing municipal facilities, to eliminate, as far as possible, waste and extravagance.

We are deeply concerned, for example, about providing in advance for new school buildings in connection with such projects. In many cases in the past, we found that an entire community has developed without adequate schools, and school sites no longer available. This danger can be readily avoided by proper advance planning.

Apart from Federal funds for housing, we anticipate that the State will make available three hundred million dollars for housing purposes, of which about two hundred million dollars will be allocated for the

City of New York. In addition, we have under way a vast housing program financed entirely by the city, calling for approximately twenty thousand new dwelling units. When these developments are completed, we shall have moved a long way toward removing some of our worst slums and blighted areas.

The current issue of a national magazine points out rather humorously that when a horse dies in one of New York's streets, a motorist fifteen miles away will blow his horn because of the traffic tie-up. In a sense, this exaggeration punctuates the difficulties we face in resolving our traffic problem.

However, we have recently created a Traffic Commission and we trust that some action will emerge to relieve congestion.

Those of us who are engaged in planning activities in New York are at least fortunate in one respect. The Charter provisions under which we function delegate to us legal authority coextensive with our responsibility. There are no limitations on our Master Plan activities, and our decisions with respect to the Capital Budget and Zoning can be limited only by action of the Board of Estimate.

I think it unfortunate that too often in the past, we have failed to bring the people into our confidence. Even today, the term "planning" when applied to government action, brings to mind visions of irresponsible bureaucracy.

We are firmly convinced that the people of our city have a vital stake in the comprehensive planning, and that they are entitled to every opportunity for full participation in this work. At our own initiative, we have communicated with several hundred local civic groups, requesting their cooperation and participation in the zoning survey.

Returns from this request for community participation have been very gratifying, and many constructive suggestions have been submitted by these groups to the Commission. The results confirm our view that only through continuous liaison between the Commission and the people, can we plan effectively. Your own efforts here to dramatize the significant role of planning in municipal development should be fruitful in enlisting community support for comprehensive, long-range planning.

In order to stimulate even further participation by our people in planning problems and progress, we are now working on a comprehensive program for community planning. We believe that through the creation of community planning districts, we can simplify the over-all job of city planning, and bring home more forcefully and more intimately to our people the meaning of planning for their own welfare.

Planning is not simply a theoretical concept performed in an ivory tower. To be effective it must have meaning and reality in the daily lives and habits of the people. We must lose no opportunity to hammer that lesson home.

Back-ground Planning in Oklahoma City

C. E. VAN CLEEF, JR., Member, Oklahoma City Planning Commission;
President Oklahoma City Citizens Planning Association

SIXTY years ago on this very spot there was nothing but prairie, buffalo and teepees. In fact, we had a slogan not so long ago in celebration of our 50th Anniversary 'From Teepees to Towers' and we might label these remarks From Teepees to Towers in Sixty Years.

In these brief few minutes, we can't enumerate the various events, but only the principal events that have led to Oklahoma City's present form in sixty years. I do wish to point to five particular events, perhaps not the only five, but five events that are historic events in the history of Oklahoma City.

January 1, 1889 the population of Oklahoma City was zero. It was April 22, 1889 that this country was opened for development. Population 1900, eleven years later, approximately 10,000. Population 1910 was 64,000. Population 1920 was 90,000. Population 1930, approximately 164,000. Population 1940 was 240,000. Population 1950 estimated at 275,000.

One of the first organizations to take form at the beginning of Oklahoma City was the Oklahoma City Chamber of Commerce, formed by a forwarding looking group of business men. There were men who came here in the spirit of adventure and who hoped to find their fortunes here. In fact, there was a saying in the early day, that you don't inquire too closely in a man's past. They came here out of a past, to pick up their life here. But it was a group of young men who came.

We were fortunate in the early day here to have a number of young men who were not alone interested in promoting their own interest, but felt it could best be done through community effort. Men like Anthon Classon, C. G. Jones, Ed Overholster, and others that we could name, that are well known to those who have lived in Oklahoma City for any considerable time.

All of those early town builders are now gone. The last, Angelo C. Scott died this year.

There were, as I said, about five turning points that were historic in the development of Oklahoma City. Not the only five, but at least five.

One perhaps was the bringing of the Packing Plants to Oklahoma City which set this community as a definite Agriculture center of this state. That didn't happen without planning and it didn't happen without action. There were a small group of business men in Oklahoma City that saw the need of bringing these packing plants into Oklahoma City. It took a very considerable subsidy—indeed a large subsidy, considering it in terms of the size of this town, to bring these plants here, and

these men met behind locked doors. Because of the result of that meeting there was over $300,000 cash laid on the line, as a subsidy that made these plants possible to acquire land and bring these plants into Oklahoma City.

The turning point No. 2. In the early day, of course, we were all anxious to bring railroads into Oklahoma City. The Santa Fe was the only railroad at the Opening. Later the Rock Island came in and bisected the Santa Fe right in the heart of Oklahoma City. The Santa Fe established a boundary and divided Oklahoma City in the East and West section. The Rock Island bisected the city right in the heart of Oklahoma City, a block from our main street, North and South, and the Frisco came in and put a terminal right in the heart of our Oklahoma City. What was an asset became a liability for it literally choked the growth of the heart of Oklahoma City. Well it was a group of business men in Oklahoma City that began ways and means and planning that ultimately resulted in the removal of those tracks from the heart of Oklahoma City and grade separation of the railroads. Planning and action, and a bond issue of many millions of dollars was required in order to take those tracks out of the heart of Oklahoma City. That was a turning point. What became a liability became an asset. We didn't realize how great an asset because we were left, right in the heart of Oklahoma City, with a great tract of land that Oklahoma City owned, so in 1932 and 1933 and 1934, when there was developed these various Work Projects, W.P.A. Administration projects, Oklahoma City was in a position to create in the heart of our City a series of civic buildings and we did. We planned and again our planning was coupled with action, and at a time when the depression was at its very depths, we voted a very very substantial bond issue when with the help of W.P.A. we built our County Court House, our Municipal Building, Municipal Auditorium, and our jail. Four buildings that stretch a quarter of a mile, in the center of our City, and what was a liability became an asset.

Turning point No. 3 in the history of our City was the water development. Time prohibits going into the many ramifications of that, but as you know in any young growing City a problem of adequate good water is the No. 1 problem, upon which is predicated the growth of the City.

We thought in Lake Overholster we had an adequate supply of water—and we did for a City of 65,000 or 90,000. But visioning a City of a quarter of a million, or half a million, it was wholly inadequate. We had quite a job of selling our public on advanced planning and voting bonds for additional water supply. The voting of bonds to create additional water supply was submitted to Oklahoma City public once and defeated. They were submitted at a later date and defeated, and again the third time submitted and passed by less than 1,000 votes and today we have with the results of that action, adequate water supply

to take care of our needs, if the Canadian river ran dry and it didn't rain for three years. There isn't a person in Oklahoma City now that would undo what happened at the third bond issue.

Perhaps turning point No. 4 dates back to the early years of the war. When Oklahoma City was interested in bringing into this area some of the various projects that were on paper then for these developments, we found that it would be necessary that substantial areas of land be assembled. Assembled quickly, so we would be in a position to invite certain industries manufacturing war products to come in here and our group was known as the Industries Foundation. A group of business men assembled together, put up between $300,000 and $400,000 on strictly non-profit basis, and as a result of that, there was brought to Oklahoma City the Tinker Field; the installation today is part and parcel of Oklahoma City. During the war peak it employed about 30,000 people and today employs some 18,000 people. As a result we have a new City—Mid West City. The Industries Foundation was responsible for acquiring land which enabled us to get the finest airport in the country. Later, of course the depositors were released—they had put up this money in good faith. But it was planning, plus action, that enabled us to pass that mile post.

I think perhaps another historic point in the development of this City occured about five years ago. When there came into Oklahoma City by invitation Mr. Bartholomew, who met with a group of men here and in his quiet very reasonable way, outlined what some of the other Cities were doing through comprehensive planning and some of us here caught a vision of what might be done here in Oklahoma City. A better job of planning might be done if we did have a comprehensive blueprint, so that all of our planning wouldn't be of an expedient nature, but would be over a long period of years, and would relate to various agencies of government.

I think up until that time, we had operated here in Oklahoma City on some of the same basis as many cities had. The school problems were solved one at a time. Then the City government solved its problems one at a time. The affairs of the County were solved one at a time, without any relationship between any of the three branches of government, which effect the life and are supported by the same people, and we have through this comprehensive plan related for the first time the various agencies of government into one unit.

Our next speaker will outline very briefly the Status of the Oklahoma City Plan, which is in process of completion.

While Mr. Bartholomew and his architects have submitted an outline report, it has become Oklahoma City's personal plan. We haven't always agreed with the architect's design, and where we didn't we changed it, by public planning. It is only after careful analysis of this that we have come to a great Oklahoma City understanding.

Mr. Shurtleff, I believe, said yesterday, "Planning is not an event, but a continuing process" and very definitely it is that. We find that in the process, we are developing our comprehensive plan.

Those are five historic points in the development of Oklahoma City. Back of that has been a working Chamber of Commerce, headed by a great Executive Director. First in the form of Ed Overholster. Later his successor, who has worked tirelessly, Stanley Draper. A young man who has grown into the job, grown in stature, and given leadership to this group of men who it seems almost from the beginning have been pledged to create a better Oklahoma City. First so that they can operate in a better way in their own individual capacity.

Our Chamber of Commerce is composed of 66 Directors, and they are invited to sit with the Board each Thursday, the entire City Council, all city commissioners, our school board, and other interested people. So it is very definitely a representative group that represents the three branches of government, here, so each branch can understand the problems of the other.

We have an operating budget of over $240,000. per year, which is rather substantial for a town of 275,000. That is pretty nearly $1. per person per year, and I want to say to you, it is the easiest budget we have to raise in Oklahoma City. Why? Because the Chamber of Commerce has produced results! They have the confidence of the people here. We have sessions in our Chamber of Commerce, and frequently controversial issues come up at which various members take issue, but it is not a selfish organization. It has always considered the interest of Oklahoma City as a whole, and in that way generated a great city feeling.

So I would say in answer to a question raised in one of the panels: What has been the medium in order to enlist public support? I would say Chamber of Commerce, personally, plus a very, very cooperative Press, and through the confidence that has been generated in our Chamber of Commerce and our City officials here we have rather general public acceptance of those plans and projects that are proposed by our civic leaders.

The Oklahoma City Plan

DONALD W. HUTTON, City Planning Engineer, Oklahoma City

MR. VAN CLEEF has presented the background of planning in Oklahoma City. My talk will be confined to consideration of the Comprehensive Plan and the status of each phase with respect to those plans or measures which have been adopted or put into operation.

The Comprehensive Plan consists of studies upon the economic and

social background of the city, population growth and distribution, land use, zoning, housing, major streets, transit facilities, railroad transportation, airports, parks and schools, public buildings, the city's appearance, planning policy and practice, and a preliminary report upon a capital expenditure program.

Population and Economic Background: In 1940 Oklahoma City had a population of slightly more than 204,000. Today the population is estimated in excess of 238,000 within the corporate limits. This represents a population increase of 16.7 percent for this period. From 1940 to date the city has grown from 25.9 square miles to 28.6 square miles.

The city is located in the heart of a large trade territory. One of the major industries is, as you know, the oil industry. As a matter of interest to you, more than fifty percent of the states total production is within a sixty mile radius of Oklahoma City.

Land Use and Zoning: A land use survey was completed the latter part of 1945 as a basis for the zoning ordinance. Subsequently after eighteen months of study by the Planning Commission and various citizen groups and agencies, the City Council adopted the recommended ordinance on December 7, 1947 with certain amendments thereto. Since a major part of post-war construction took place between the date of completion of the land use survey and adoption of the zoning ordinance, several rather immediate zoning amendments were necessitated because of changed land uses. From January 1, 1945 to October 1948, there have been permits issued for more than 4,000 living units.

Prior to adoption of the new ordinance Oklahoma City had the benefit of partial zoning since 1923. However, at the time the first ordinance was proposed the city area was only seventeen square miles. As a result the old ordinance was badly out of scale in its application to a city of more than twenty-eight square miles in area. The transition from the old ordinance to the present zoning ordinance has posed many problems of a mechanical, technical, and administrative nature. Likewise public acceptance has been gradual. Because of the transitional problems posed, the city has taken a very liberal attitude toward petitions asking for zoning amendment. This is evident by the fact that out of fifty-four petitions for amendment of zoning districts, thirty-eight have been granted, and of 104 Board of Adjustment cases, sixty-six have been granted.

Major Streets: The Major Street Plan was adopted in April of 1947. Shortly thereafter special funds were made available by the city to the City Engineering Department for preliminary studies and cost estimates of first needed improvements. These preliminary estimates have been completed for a long list of projects, from which it is expected that many will be selected for the next bond issue program.

In addition to these local thoroughfares, a system of federal and state routes is in the planning stage by consultants to the State. To date,

the city has approved the general route locations and agreed to provide required right-of-way for Interstate Highways.

Many persons and agencies assisted in the development of the Major Street Plan. When I came to Oklahoma City in April 1946, the Commission was studying the original recommendation. Since then certain revisions have been necessitated due to increased growth and other changing conditions.

System of Airports: A comprehensive plan of Airports was adopted in November 1948. Here again many agencies were involved in the preparation and study of this report. There was a time interval of twenty-nine months from date of submission of the original recommendations prepared by the consultants to date of the adoption by the City Planning Commission. Simultaneously and in accordance with the Airport report, a master plan for the improvement of Will Rogers Field was undertaken by the City Engineering Department. Special funds were made available for this purpose.

To date private flying has not materialized at the rate expected in the early post-war period. However, at such time as the need arises, Oklahoma City is now prepared with a plan for a system of airports.

Parks and Schools: After more than four years of continuous study, the Board of Education, Park Department and Planning Commission have arrived at a system of schools and parks which it is believed will meet the existing and future needs of the community. New residential developments and shifting population have caused certain minor changes to be made in original plans.

A public hearing has been scheduled for April 7 and undoubtedly the plans will be subsequently adopted. Although the present plan for schools has not been official, several sites have been provided by developers. Thus certain specific benefits have been obtained to date.

Public Buildings: As you may have observed, Oklahoma City has a rather long and narrow Civic Center site. This is because the site was formerly occupied by the Rock Island Railroad right-of-way. The Civic Center was built in accordance with the plan of Hare & Hare—shown here in the exhibits. A plan for the future Civic Center provides for a new public library and art museum in connection with the existing development. The 1945 bond issue program provided $500,000 for a new library building but since no funds were made available for a site this will have to be provided under a future bond program. There are plans pertaining to the Federal Building needs. Last night you read about post office needs. Likewise a suggested plan has been prepared showing a possible future development of the State Capitol Grounds. This poses many problems because oil wells are located within and adjoining the State land and then too, the adjoining land, which is needed for any expansion program, contains expensive improvements.

We also have a fine system of fire stations—credit for which is, in

large measure, due veteran Fire Chief McAlpine. We have eight stations containing new buildings, a fire alarm building, and drill tower constructed under the 1945 bond issue program. The future system of fire stations would consist of sixteen existing stations, five new stations to serve present needs, and four additional stations for future needs. Three existing stations would be abandoned under this plan.

Transit Facilities: Many major changes have been made fairly recently in the transit facilities of Oklahoma City. Until the fall of 1947 Oklahoma City was served by a transit system consisting of street cars and buses. Now the street cars have been abandoned and tracks removed from much of the right-of-way. The present transit system now consists solely of buses. Ninety-six percent of the present city area is within at least one-fourth mile of a bus route and only an estimated four percent of the city's population is more than one-fourth mile removed from a bus line. Much of the present routing is similar to the original recommended system.

Subdivision Control: Among other planning measures, there has been a revision of the subdivision rules and regulations. In 1947, revised rules were adopted for Oklahoma City. These contain requirements that certain minimum utilities be provided prior to approval of the final plat or a surety bond be filed for at least ten percent of the estimated actual construction cost—such improvements to be completed within two years. Subsequently six residential subdivisions and two industrial plats have been developed. However, since Oklahoma City is bursting at the seams, most subdivisions have taken place beyond the city limits. To illustrate, from July 1946 to January 1949, 122 new plats have been approved by the Regional Planning Commission for areas beyond the city limits within Oklahoma County. Many of these are within the logical area of urban expansion.

Fringe Problems: Most of the new residential developments have taken place adjoining the corporate area. Upon completion of a new development the city is usually faced with a petition to annex these areas as this affords many tangible and intangible advantages to the home owner. These new developments may or may not conform to city standards of construction and zoning. As a result, in some instances the city has incurred higher maintenance costs in these areas—particularly for streets—than would be the case had the area been developed under city standards. Incidentally we recently completed a land use survey of 19.2 square miles adjoining Oklahoma City and found one-fourth of all business and 42.5 percent all industries located in this area adjoining the city which contains only nine percent of total combined population.

In 1947 an effort was made to obtain a new county planning and zoning act. This first effort was rather feeble and was defeated in its early stages. This act has been revived and is now before the state

legislature. It would provide for county planning and zoning and methods of operation similar to that of the city. Lack of adequate regional subdivision control, planning and zoning contributes to major planning problems in this metropolitan area.

In summary, the foregoing dissertation has touched upon the various phases of our comprehensive plan, measures adopted or put into operation, and problems which we have incurred. We are convinced of the necessity of keeping plans on a flexible basis and up-to-date. Then too, plans must be explained and accepted by both public and administrative agencies. All of this poses a real problem to the Commission and its office which is under the natural pressure resulting from the surging growth recently experienced. We make no exaggerated claims for the benefits derived from plans but it is rather generally conceded that the city cannot afford to be without plans. Oklahoma City has the same problem which most of you are faced with in that cost of municipal government has increased whereas the revenue has remained relatively fixed. Our plans are designed to provide for new improvements in as orderly and economical a manner as possible. As Oklahoma City grows it is expected that more and more will be built in accordance with existing and future plans that may be prepared. Our plans are not confined to those contained in the Comprehensive Plan. For example, the Water Department has prepared a complete plan for facilities needed in the next twenty-five years. Last night you heard the Canadian River plans discussed by Major General Pick.

Planning From a City Official's Viewpoint

WILLIAM GILL, JR., City Manager of Oklahoma City

I BELIEVE that planning, and the problems of a community should not be limited to the City Manager's office, but should be the problem of all city officials, both elected and appointed. Actually, if planning, with all of its ramifications, was considered solely as a problem of public officials, very little, if anything, would be accomplished. Without a strong, efficient, capable, non-political public support group —a citizens organization working in conjunction with trained personnel, competent planning will not be achieved in a community.

Since the end of the recent world conflict we have read much about, and listened to a great deal of information concerning the decentralization of industry, which movement is apparently becoming more and more popular with industry—not just because by moving to the interior there is more protection from aggressive forces which might attack this country, but also because there are capable intelligent labor markets, sufficient natural resources, power, water supply, and a

feeling on the part of the people in those areas that industry *is* wanted and *is* appreciated. The complexness of industry itself has made it seek decentralization as one method for meeting some of the problems it faces.

Perhaps government should give some thought to decentralization. By that I do not mean that some of the various departments, bureaus and sub-divisions now located at our capitol in Washington, should be moved to the "grass roots," so to speak—nor do I mean that the state government should physically locate its several departments in various parts of its areas. The "Decentralization of Federal Government," of which I am thinking embodies only the transferring of certain functions, controls, rights, authority and taxing powers to states and to communities. The foregoing by the state—of some of its authority by granting through permissive legislation the right of self-government to local authorities.

We hear a great deal about "States Rights," and very little, as a general matter, about autonomy for Local Government. There are some things in which the State and Federal Governments are willing to relinquish control. Usually, however, those items are ones in which neither the state nor federal government desire jurisdiction, or which for some reason or other may be placed in the classification of "Too Hot to Handle." The question of de-control of rents falls in this latter category.

Local governments in many instances, are out of government and into business. This transition on the part of local authority—from government to business—has not been by desire, but by necessity. That is, either get in business or face financial strangulation. Mr. Thomas S. Holden, President of the F. W. Dodge Corporation of New York, graphically illustrated this point yesterday when he told us that 42 billion of our tax dollars went to Washington, while only 6½ billion dollars stayed home to carry on local government.

The business ventures of local authorities include airports—which is certainly not government; municipal auditoriums, again—not government; police fines, a result of government perhaps, but surely becoming more and more business as cities and towns seek revenue; sale of water, natural gas or electrical power, purely and simply a public utility business. Without these business ventures, particularly in this state, there could be no local government of any consequence, unless the basic methods and financing laws were revised and modernized. This community will receive for operations and maintenance purposes, this fiscal year, from ad valorem tax,—approximately 8% of our total expenditures for those purposes. That is just a little under one-half of what it will cost to operate the Fire Department. On the other hand, about one-half of this budget will be raised through the sale of water—our public utility business.

Even though we, in local government are in business, enough revenue can not be found, by using presently available authority and rights, to meet the growing demands of our citizens for new and increased services and public improvements—new business enterprises which we can get into are not open to us. Real property is presently burdened to the hilt. The only way for cities and towns to break the strangle-hold of financial dilemma which is on them, is for the Federal and state governments to give consideration to the decentralization of their authority as previously discussed.

This can be accomplished on the part of the Federal Government by returning to communities through Federal participation, in projects of national import, a more equitable share of our tax dollars. State government can, through permissive legislation, grant to the cities and towns the authority to produce additional revenues. So far, the legislature of this state has not seen fit to take the required step, and such authority will never be granted until the citizens demand this much "Home Rule."

The question of self-government in the matter of financing municipalities is not the only problem needing solution. Communities must not overlook jurisdictional matters in which they have little or no rights. Foremost among those in this state is authority for county-wide planning, zoning and sub-division control. Without this authority many, many more dollars will have to be spent in the future for the same reason we are spending them today—and that is—to correct mistakes made in the past.

A community plan is, in my opinion, an absolute essential for public officials seeking to provide competent and efficient local government. A sound, well-rounded plan for a growing progressive community must include studies of land-use and zoning, sub-division control, school development and requirements, parks, playgrounds and other recreational areas such as stadiums, sports arena, fairgrounds, location of industrial areas and the encouragement of industrial construction, airports, auditoriums, major street improvements, sanitary sewers and sewage disposal, storm sewers, Fire Department, Library, Police, traffic control, water, gas, or electric utility, depending on which one the community is engaged in—major equipment items, bridges and viaducts, problems peculiar to the particular community such as in this locality—development of the North Canadian River Floodway, Off-street Parking and Urban Highways.

The plan should also include a personnel study, and in order to insure absolute economy in government on the local level, should examine thoroughly the services rendered by City Government, in order that they may be increased or decreased as necessary.

Included in the plan should be means of financing the required capital improvements. The important factor for public officials to rec-

ognize in connection with planning, is not when the plan will be accomplished, but rather that they have a set of blueprints to follow each step of the way in making decisions. It really makes the job of a public official easier, for he has before him a comprehensive plan for the development of his community. A plan made possible by citizen interest, work and cooperation—he need only to follow this plan and work for its faithful execution.

City officials are familiar with the needs of industry. We know that before industry will locate in a community that sufficient labor, transportation for their product, storm and sanitary sewers, water and so-forth must be available. Yet, many of us are prone to forget the wants, desires and happiness of the working public—the employees of industry. To me their satisfaction with the services provided by the city is as important as the essential items required to induce industry to locate in a community. Satisfied employees are good employees. Planning can help provide this satisfaction by development of the blueprints for an adequate public transportation system, off-street parking, access streets, parks and recreational areas.

General Phillip B. Fleming, Administrator of Federal Works Agency, said yesterday "If private construction should falter in the months ahead, we are in no position to bridge the gap by expanding our program of state and local public works. The projects are not ready." Oklahoma City is ready to meet this emergency—if it comes—provided ample financing methods can be obtained. During the past 18 months—through proper planning—the blueprint state has been reached on $16,600,000 in major street improvements; $3,400,000 of sanitary sewers and sewage disposal developments; $2,400,000 of storm sewer construction; and $6,250,000 for water main extensions, and the construction of an additional 30 MCD filtration and pumping station $28,650,000 worth of public improvements ready to go—all because of sound planning. In addition, plans are in the early stage for $1,700,000 library development, urban highway construction, parks and playgrounds, improvements and acquisition, building the Canadian River Valley Floodway, and for providing of needed off-street parking facilities and again, these accomplishments are the direct result of a comprehensive plan.

We, like many other communities, do not have the funds at this time with which to build these improvements—nor do we have revenue sufficient to pay their annual maintenance and operation cost—but we do have a plan—and as we build public improvements, we will know that every dollar we spend is a result of good planning—and as near as it is possible, we will do nothing to bring about a repetition of those days—when we spent many dollars to remedy bad, unsound planning.

CITIZENS AND PLANNING

Securing Citizen Understanding and Support

ROBERT KINGERY, General Manager, Chicago Regional Planning Assn., Chicago, Illinois

THIS organization which I represent, the Chicago Regional Planning Association of the metropolitan area of Chicago is what might be called a citizens' organization. We have a large board and I will tell you in a moment about it.

There are 38 officers and directors, about a third of whom are public officials: County officials, park officials, or Mayors, or State Attorneys, or the like. The balance of them are citizens, and I prefer the word civilian because presumably we are all citizens whether we are public officials or not. So this is a civilian attack on the job of planning in suburban areas around the City of Chicago. The City of Chicago, as you know, has had plans in effect over a good many years. Thirty years, well about forty years now.

Sometime ago, a little over 24 years ago this organization was formed by a group of suburban citizens—civilians and public officials. They were trying to do the same kind of thing, maybe in a little different way in the suburbs of Chicago, taking a 150 mile belt around Chicago lying in part of Illinois, Indiana and Wisconsin.

The purpose they set out to do was a very simple one and that was to help achieve and carry out the particular quality and character of each one of the separate Municipalities, each one in its own County and in its own right, making its own plans and carrying them out in a different manner in each community, or in each Municipality, but all in some degree of harmony to each other. That has been the objective of the organization.

When we sit down with a Municipality or County, attacking the job of making plans, preliminary or otherwise, for that Municipality, jointly with adjacent towns and unincorporated areas, we ask them first to not form committees instantly for each street, and off-street parking and the like, for each City or village, and we ask them to sit around the table for two or three or four meetings and come to a conclusion as to what we civilians of our community believe is the quality and character of our community, and then adopt something like a charter or a statement of objectives, so that particular town, or that particular county has a conclusion made up principally from the civilian side, as to where we are going.

We have a town. We have to decide whether it is an industrial community, or partly industrial and partly residential, or in some cases is almost completely civilian dwellings. That is an expression of the will of the people of the town or of the county. They come to the conclu-

sion as to where they are going before they start any single piece of work. Having done that, there must be a relationship between all of the public that might not have been interested enough to sit down jointly with the Commission and the use of the Press is good here. Usually each Municipality has a small paper or a section in the great Metropolitan paper, and their statements of objectives are set out, and then the newspaper often adopts as their heading on the Editorial page the platform of their community—What we stand for. It is the same kind of a platform you are familiar with—nation-wide and state-wide, and city-wide.

A word or two about my town of Winnetka. A lot of us feel pretty strong about our town, even go so far as to be snobbish, I am quite sure, because we have made our town a little better than many others.

The manner in which we have done that, is the fact back in 1921 there was set up a scheme under which there would be a village plan, which was not an original thing, nevertheless it was putting into report form first these objectives. These charters showed what type of community we have now, and what we want, and how will we keep it, and how will we do it. Our village put that on the front of the newspapers. Having done that, it was not a new thing. There was carried out a large number of these jobs that were set up as objectives, and about ten or twelve years later, that plan was picked up and revised. You must always take up your plan and revise it somewhat each decade or a little more. Not much later than that, about twelve years later, that plan was picked up and further revised because almost all of the jobs we had undertaken had been completed.

Maybe it is a homely little story, but I would like to tell you about a certain activity, what is known as the Improvement Association. That is one of the best ways to bring the civilians into the picture with city officials. We are brought together in the Hubbard Improvement Association, and the Winnetka Improvement Association, and the Indian Hill Association, which is the Southern end of the village, and then was formed the Southwest Improvement Association, which made the fourth Association. Four in our little town of about 13,000.

I moved there thirty years ago, when there was only 6,000 population. Our family has contributed considerably to that 13,000 figure, we have there today, and when I get my last two boys married, we will be able to have a grand child every month. The job I was assigned was securing Citizens understanding and responding.

These Committees called upon the village officers to attend one or two of their meetings a year. Well we always took the President of the Village, or the Chairman of the Library Board, or some important official to talk to us about his job, and how it is going, so these Improvement Associations know what the officials are doing. They are an alive bunch of people.

When anyone criticizes what is being done, he is invited to the meeting, and gets hooked into one of the jobs, and in that way you begin to keep a turn-over, and get new fresh ideas.

Another thing the village does, each fall a letter is sent to every Newcomer to the Village. We have his name and address from his water bill. There is an Open House held at the Community House, which is a big building, maintained entirely by community funds, and by its operating revenue. It costs about $54,000 a year to operate the community house. It was built entirely by public contribution by members of the village, civilians. And out of that $54,000 operating cost about $38,000 comes from the charges for the use of certain entertainment, such as for the movie house that is run two evenings a week, and it largely operates itself.

These people are all invited to an Open House. After everybody arrives there they don't hear long-winded speeches by Bill Warfield the President, or the President of the Park Board, or anyone else. They hear, not to exceed more than five minutes, speeches and then they are gaveled down, the instant they go past that 5 minutes. They hear a quick note. Here is about the kind of town we have here. Here is the kind of town we want. We want to welcome you and we hope you fit into the organization and if you don't, you will be hooked to operate the village, the park board, the library board, or the school board, and a very pleasant thing has been done over these years—and people are constantly being amalgamated into the organization.

It is a high quality of politics on the cleverest order you ever saw. New people are taken into the fold beautifully.

What do these Improvement Associations do with the civilians in carrying out a plan? I mentioned the fact they are impregnated with the facts, what the plan of the village is based on—the under-lying theory, what kind of a community it will be. What its aims are. There are other things they can do. Each one of these four Improvement Associations tackles something that is peculiar to their own territory. For instance, the Hubbard Improvement Association carried on a scheme of cleaning up the vacant lots. If they can't find the owner to do that, these birds put on their golf pants and clean it up themselves. Their whole neighborhood is cleaned up.

They also do other things which are important. All of you who know about zoning have heard about the old problem that old houses are. Houses that are getting older and older and get in disrepair. What will happen? The man or woman who owns it, thinks the only alternative is to sell it for a two-family home, or slip in a bathroom upstairs, and make it into a two-family home and get a little revenue from it. Some think maybe the thing to do, is to change classification for a business zone, and maybe apply for business classification, and they are usually turned down flat. What is the answer? It is the constant repair, re-

habilitation and clean-up scheme and not that which usually is done on a one-week basis. This is a fifty-two week year clean-up, paint-up plan.

In one or two instances, when a man has let his house go without paint for four or five years, two or three of the folks who are his neighbors, drop in on him and we talk to him. One fellow says, "My paint job is one or two years old, and I will have to have another paint job." Two or three say, "What is the cost of paint? Who can I get? Who will put on a good paint job?" Pretty soon this guy, we are talking to, looks at his house and says, "Gentlemen, I have let mine go quite a long time now, and I guess I better get busy and put about $400 into painting my place."—It is just a picture of what these folks do.

Now obviously good citizens in a town meeting can't go to work and make a village plan as citizens. They can't do the particular kind of work that is referred to as "technical" where professional city planners are required, but they can each take part in understanding what is being planned. What the objectives of that particular community are.

There are two-hundred-seventy-five communities in that area that do the same thing as Winnetka does, only some more modestly in some instances, and some a little better.

If those folks do understand what is going on, there comes a time when the second word in my subject is needed—"support." That support is needed when there is a necessity for understanding the finances needed for the next job in accordance to the Village's plan. There must be that citizen support because you have to get the majority of votes for tax increase for the park, as is now before us in April election, and an increase in taxation for the school board, which we did just a few years ago; but will their support be offered whole-heartedly when they are just told about a particular thing when it comes up? We want them interested so they go to the election polls and vote on these things. If they don't understand the plan, they just get the idea we are calling on them for support only when there is an emergency. There shouldn't be an emergency in this matter of city planning and carrying out of city and village and county planning. There should be, as many Municipalities have done, such as Dallas. And at least forty or fifty little towns in the Metropolitan area of Chicago have done. (Maybe I am exaggerating a little bit—but that is the privilege of the speaker to exaggerate a little about his home area) but his information ought to be clear that the village not only has a set of drawings on what is proposed to be done, opening of this street, widening of this street, opening of this school, acquisition of land for this particular park. He should know and all should know that not only is there this set of drawings, and physical planning, but also there is a program.

Now this matter as I referred to, is actually a financial program scheduled over a period of five, ten, fifteen, or twenty-five years, and in village after village, and city after city, in our Metropolitan area, they

have listed these proposals definitely for the first five years—a little later, definite when the next school or addition to the school will be built. Just what year a new piece of land is supposed to be acquired to add to a park, should be specifically shown on the map, where those lands are to be; no hiding of that fact, at least in some villages the result of that fact is a scheduled program of that kind laid out over a period of years with finances arranged, for how much improvement can be done out of regular taxation, but what year will come an extra number of dollars, and then that bond issue for the high school and for the park district, for the library board, and all those scheduled according to the needs, and so they are not all issued in the same year, or same two years, but studying with each other have scheduled bond issues at a certain time, so retirement of sinking funds, and paying of interest annually, won't make a sharp peak and everything coming on top of one another, which of course means there must be a carefully arranged plan growth of the city and knowledge of how many people will be in the town in 1940, and 1955, and 1960 and so on.

George Quinlan, who was County Superintendent of Highways, some twenty-three or twenty-four years ago—County Superintendent of Highways for Cook County, Chicago. (Cook County is the County seat of Chicago.) He joined in working out a five-year program for scheduling every street and highway to be built in Cook County and the annual allotment of funds. He invited the Chicago Regional Planning Association and the Chicago Association of Commerce and Industry to a Conference, and in viewing his tentative program and setting up priorities—(you probably remember the name of Tony Zermack.) Tony Zermack said, "If we have a program like that, I will have no gifts to make." The answer to him was, "Sure you will have somewhere in that five year program, worthy things that will come up that you will have a right to arrange for your friends, who want improvements where they are needed most." He said, "Everything that is worthy is in that program. It is politically fatal." Tony Zermack was a bad guesser, at least in that one thing. When the program was prepared and shown item by item during 1926, how much money would become available, and there was a list of each street and each highway to be built, according to the law. Second page or next page showed the next year, and so on.

The result of that was people gained much confidence in the County Highway operation of Cook County.

I tell you that story because it is somewhat similar to other counties. We joined in a scheduling program in every County in Illinois that did that kind of work, but at the end of three years, that program has become up-set. A little more time was required to purchase a right-of-way. The Commission has delayed and there has been difficulty in working out with the Railroads, agreements for over-passes and under-

passes. In other words, the project was deferred for another year or two or three years later.

At the end of three years of the five-year program, we have found it necessary to make another five-year program, so as a result, in the last twenty-two or twenty-three years we have had six five-year programs for Cook County and I make that particular illustration.

That is a sort of a homey story of some of the manners and some of the schemes and some of the undertakings that a civilian agency has launched and has helped city after city and village after village undertake to do.

We know definitely there is a fine opportunity for civilians to take part in planning. In the way I have outlined, and you folks have undoubtedly many better and more interesting experiences than I have related, but it is a pleasure to be here and tell you some of the things we have done in the region of Chicago.

Roundtable on Citizens Organizations For Community Planning

PANEL: Kenneth P. Vinsel, Executive Director, Louisville Area Development Association, Louisville, Ky., *Chairman;* Park H. Martin, Executive Director, Allegheny Conference on Community Planning, Pittsburgh, Pa., *Reporter;* Jerome A. Connor, Director, Georgia Citizens Council, Atlanta, Ga.; Barrett L. Crandall, Executive Secretary, National Council for Community Improvement, Washington, D. C.; Jess Gittinger, Executive Director, Citizens Regional Planning Council, Kansas City, Mo.; John H. Jones, Manager Upper Monongahela Valley Association, Fairmont, W. Va.; Robert Kingery, General Manager, Chicago Regional Planning Association, Chicago, Illinois; James McClain, Administrative Secretary, Pittsburgh Regional Planning Association, Pittsburgh, Pa.; Granville W. Moore, Vice-President and General Manager, Greater Dallas Planning Council, Dallas, Texas; Lee J. Ninde, Executive Vice-President, Fort Wayne Civic Association, Fort Wayne, Indiana; Dr. Hayes A. Richardson, Director of Welfare, Kansas City, Mo.; W. Philip Shatts, President, Metropolitan Plan Association, St. Louis, Mo.; C. E. Van Cleef, Jr., Member, Oklahoma City Planning Commission, and President, Oklahoma City Citizens Planning Association, Oklahoma City, Oklahoma; and Samuel B. Zisman, Executive Director, Citizens' Council on City Planning, Philadelphia, Pa.

Of the fourteen panel members listed above, including the chairman and the reporter, thirteen were in attendance at the session. This exceptionally good attendance from so large a panel indicates the high degree of interest in the subject.

The panel session was opened by the chairman who pointed out that the purpose of the panel was to develop the place of privately-financed citizens organizations in community planning and what procedures are followed in getting results on approved plans. He stressed the fact that since communities were different, probably no two organizations were entirely alike as to membership and method of operation. Since the panel in the preceding year, at the Newark, New Jersey

meeting, had devoted its time to a discussion of citizens organizations and techniques followed by such organizations, he felt that this panel should direct its remarks to procedures for getting results, and he asked each member to present one specific project that his organization hoped to accomplish during the present year, setting forth just how they hoped to bring about their objective.

It was soon evident from remarks by panel members that there is a considerable difference in organization, program, and technique of the various organizations represented. Because of the purposes of their organizations which in some cases were mainly educational, a number of the panel members did not discuss specific projects. The presentations by the various panel members did indicate rather clearly, however, that all organizations are aware of the need of educating citizens so that there may be understanding of community problems. To arrive at this understanding, the procedures followed in general consisted of (a) meetings of community leaders to discuss the problems and to find ways and means of accomplishing approved projects, and (b) bringing together various civic groups where the problems were discussed. Such meetings involve not only citizen groups but in many cases representatives of public bodies.

This approach was used in the development of plans and programs for physical improvements, and apparently was followed in both the larger and the smaller communities. Several panel members stated that, in their communities which were cities of some considerable size, this approach was followed through community councils. In one of these cities, the panel member stated that community councils were widely and successfully organized and financed through public funds. He indicated that they were having considerable success to date with this procedure, as well as through education of school children in community problems.

One of the panel members indicated that in his city his organization, which is privately financed, concerned itself not only with development of a master or pilot plan for the community but also with a study of county finances and tax funds, and that they are also engaged in editing an acceptable textbook on their city for use in seventh and eighth grades of the schools.

Several members of the panel represented organizations which were not concerned with physical planning but rather with stimulating development of community organizations devoted to conservation of human resources and the stimulation of citizen thought and action toward these objectives.

One panel member from a national organization pointed out that the purpose of his organization was to get communities to adopt the old New England type of town meetings. His organization does no physical type of planning at all but does concern itself with developing

citizens groups and town meetings to discuss community problems.

A panel member from a large city expressed his concern that citizens organizations were not interested enough in the proper type of housing programs, pointing out that lack of housing programs was a serious obstacle in the matter of urban redevelopment and that, in his opinion, no major redevelopment programs could be carried out until they had replenished the housing supplies of cities. Not only was urban redevelopment being held back but other projects were being delayed because of the housing shortage. He strongly advanced the idea that the key problem today in our American cities was the development of an adequate housing program.

The chairman of the panel pointed out that organizations which were privately supported must show tangible results if they are going to survive. He developed one specific project with which his organization was concerned and showed the various steps that were taken to bring about community of purpose of interested groups. He stressed the fact that numerous meetings were held with these various groups. No project was considered completely planned by his organization unless the method of financing was included as part of the program.

There was very good audience attendance at this panel and discussion from the floor as to how groups operated in securing coordination of interested parties. One panel member presented the technique followed in his city in the matter of conferences between public and private agencies as well as citizen education through the use of speakers, newspaper releases, radio talks, and folders which were distributed to service clubs, various community groups, and in the schools.

A speaker from the floor representing a state economic council described the program being followed in his state to encourage communities to hold town meetings under the sponsorship of local groups, at which time those in attendance were asked to present what they considered the most urgently needed improvements for their communities and to indicate their willingness to work on committees to bring about the desired improvements. This procedure developed the community interest and at the same time enlisted volunteers to work for the projects, which may be social or physical. He also stressed the fact that they are attempting to carry the subjects to the junior and senior high school students as well as the civic groups in the communities.

Summarizing the panel discussion, it is evident that all present were aware of the need of developing citizen understanding and citizen support, and the need of securing coordination and united action; also that the technique as to how this is being done seems to vary somewhat as to detail, but in general follows the same main policy. It is also evident that each community would have to decide what would be the best method for it to follow.

Round Table on Citizens Service on Planning Commissions

PANEL: WILLIAM HOLDEN, Fort Worth Chamber of Commerce, *Chairman;* MAJOR E. A. WOOD, Planning Engineer, Dallas, *Reporter;* PAUL CARRINGTON, Greater Dallas Planning Council; A. J. CEJKA, St. Louis City Plan Commission; WILLIAM B. NORRIS, Oklahoma City Planning Commission; J. NOBLE THOMPSON, Tulsa City Planning Commission; C. E. VAN CLEEF, JR., Oklahoma City Planning Commission; ROBERT F. WAGNER, New York City Planning Commission; MRS. MARGUERITH WHELPLEY, Dearborn City Plan Commission.

Chairman William Holden of Fort Worth, Texas, called the panel to order at 8:30 A.M. He then outlined briefly the importance of organizing the planning commission in accordance with state and municipal laws for the purpose of preparing and carrying out a comprehensive city plan which would include zoning. Mr. Holden believed that the personnel of the planning commission should be selected with great care to obtain the best possible representation. In order to assure proper coordination, the municipal government should be represented on the planning commission by city officials having to deal with planning and construction. He also stated that the members of the planning commission should prepare themselves by studying the best planning material available, such as the publications of the American Planning and Civic Association. By this training process members of the planning commission become better qualified to perform their work. Mr. Holden concluded by saying that comprehensive planning and especially the carrying out of the plan required eternal vigilance and follow-up work on the part of the members of the planning commission.

Mr. Paul Carrington, President of the Greater Dallas Planning Council, stated that the City of Dallas had an official planning commission, but that its jurisdiction stopped at the city limits. A bill to extend such jurisdiction in some matters (as for example, platting of new additions) for a distance of five miles beyond the city limits has been urged upon the State Legislature but not yet adopted.

Moreover, the County government has had no planning powers or zoning authority. Legislation which, as a matter of local option, could be adopted or not by the people of a county, is also being urged upon the Legislature; if enacted, this would provide for an official county planning board or commission.

There are a number of municipalities in the metropolitan district which present a number of difficulties that require non-political, impersonal services of a planning group not directly a part of the county government, the city government or the government of any of these municipalities. The Greater Dallas Planning Council is organized to serve this purpose and coordinate all planning activities in our metropolitan area, which for practical purposes is about the same as our county.

Mr. A. J. Cejka of the St. Louis City Plan Commission said that experts should be and are selected for all city planning staff work. The same care and concern should be and is taken in the appointment of citizen members. In St. Louis, the City Plan Commission is composed of nine citizen members and six municipal officials appointed by the Mayor. The six official members are the President of the Board of Aldermen, the Chairman of the Zoning and City Planning Committee of the Board, the Commissioner of Parks and Recreation, the Director of Streets and Sewers, the President of the Board of Public Service and the Building Commissioner. The Planning Commission operates through four committees—(1) Streets and Traffic, (2) Housing, (3) Parks and Recreation, and, (4) Zoning—which system functions quite well as it ties in with the functions of the departments which are represented by the directors on the Commission. Of the nine citizen members, three terms expire annually thus assuring an experienced Commission at all times. Appointments are made by the Mayor and qualifications for membership are leadership and previous training in neighborhood organizations. It has been suggested in our group that the "freshmen" members be given a short course introducing the nature of the work to them. Mr. Cejka also spoke of the new zoning ordinance on which St. Louis has been working for two years and which he hopes will be adopted this summer.

Mr. W. B. Norris of the Oklahoma City Planning Commission said that members were better qualified to serve on the Commission after a year's experience. Mr. Norris said the Oklahoma City Planning Commission was composed of a lumberman, an editor, one furniture man, three men in the bond business, a building contractor, an office supply man and a tobacconist. The geographical distribution of these are two from each of four wards and one at large. Mr. Norris also said that some of the difficulties confronting a city planning commission arise from a lack of understanding. He cited the history of zoning in Oklahoma City and said before Mr. Bartholomew came most of the changes were spot zoning changes.

Mr. Noble Thompson, chairman of the Tulsa City Planning Commission, said:

The subject assigned to this forum is a discussion of the type, character and qualifications of local citizens serving on planning commissions, therefore, the member should begin with a study of significant information about the physical, social, economic, cultural and political conditions and trends in a community. These should include facts about the history, geography, geology, topography, meteorology of the city and region; about the population and its characteristics; the economic bases of the community; its physical structure; public and private facilities and developments of all sorts. In addition to such data about the city proper, information should also be obtained about the relation-

ship between the city and other parts of the metropolitan or urban area, the tributary or trade areas or the so-called, "Zone of influence"—including long-range trends in such relationships. Sound planning must be preceded by a searching inquiry into all facts, trends and forces—the historical background, past developments, present conditions, and future prospects—that have influenced and are likely to shape the future development of the community.

Knowledge of the economic structure of the community and an understanding of the forces that produced it are particularly important. What were and are the principal assets and liabilities? What is the relative importance of the different economic functions—manufacturers, wholesale trade, retail trade, service industries, etc.? What changes have occurred in the economic structure in recent years and what is suggested by the indicated trends? How have major industries and institutions affected the physical growth of the community and the economic and social conditions of the population? How have the highways and railroads and other means of transportation influenced economic activities and the growth of the community? Have business or industrial districts shifted locations and, if so, for what reason? Where and how is the population housed? What were the causes of shifts in residential sections and changes in their character? What were the chief obstacles to the proper development of the community, and what are the principal defects and deficiencies? The planner must find as good answers as he can to these and many other questions before he is in a position to begin to plan, if the plans he is to prepare are to be attuned to the peculiar requirements and prospects of the community and promotive of its desirable future development.

Now, as to the organization of a City Planning Commission, it seems apparent that the members must be competent and efficient in order to guarantee that actual accomplishments will be forthcoming after the comprehensive Master Plan has been developed. The members of a planning commission must see to it that, if cooperation and authority does not exist among its personnel, then its first and fundamental job is to reorganize itself so that cooperation can be accomplished. The governing body, which administers the municipal affairs of the city must be taken into account, whether Council, Commission or Manager form. The planning commission and its staff should be so organized as to fit into the existing administrative structure.

Planning authorization derives from a state legislative act and the members of the commission are usually appointed by the City Administration. The enabling ordinance itself should provide some safeguards as to the qualifications of the members thus appointed. They must be selected from men and women whose loyalty and interest to the community are paramount to selfish gain, and whose past experience and training, in a major degree, fit them for this particular type of work

and study. It must be remembered that a planning commission is only a recommending body, and that final action on ordinances, putting into effect zoning changes or restrictions and for carrying out the program of a Master Plan, must be passed by the legislative body of the municipality.

After several years of service on a planning commission, I am convinced that the ideal organization would consist of a commission of from nine to eleven members for cities in the metropolitan class, and should include at least two engineers (one civil and one other), one landscape architect, one building architect and engineer, a representative from the Park Board and one member from the Board of Education; the other members should be representative of a diversified interest and should be familiar with the real estate values, population trends and, in general, the economics of the metropolitan area.

Each member should be appointed for a term of from three to five years; the terms to be staggered so as not to break up the continuity of existing and proposed plans and studies.

Regular meetings should be held at least once every month and each member should receive a very nominal fee for each meeting he attends. A quorum should consist of a majority of the Board Members, and a Board Member should be retired upon failure to attend a designated number of meetings in any one year. The Council or governing body, however, should have no authority to remove appointees except on the recommendation of a majority of the Board Members themselves.

The commission should have authority to employ its own planning or chief engineer and he, in turn, should recommend the personnel of the assisting technical staff.

Last, but not least, it is imperative that adequate quarters and a fair and liberal budget be provided. It is hoped that with such an organization the commission could formulate a definite program of procedure, leading to specific accomplishments that will correct the mistakes of the past and plan the future of the community, to formulate a comprehensive Master Plan and to see that it is carried out.

Mr. Robert F. Wagner, Jr., chairman of the New York City Planning Commission said his Commission was set up eleven years ago because the city had grown without a plan and it was considered desirable to place control of public construction in the city planning commission. The Commission is required to make a comprehensive plan and is given a budget of $240,000 annually. Any plan approved by the New York City Planning Commission can be changed by a ⅔ vote of the Board of Estimate. The City Planning Commission also has the authority to initiate zoning changes at any time but the public may initiate changes only in the month of April. If the Commission does not approve the change, nothing is done. If 20 percent of the owners of the area within 100 feet of the affected area protest, only the Board of Estimate can

make a change. The City Planning Commission is an independent body appointed for 8 years by the Mayor and consists of 7 members. The chairman is a full-time employee and the head of the staff which consists of 100 and is made up of variously trained technicians. The other members of the Commission have nothing to do with the staff. The City's Chief Engineer and the Park Commissioner are ex officio members of the Commission. Two are experts—Messrs. Orton and Rodgers; the former is secretary of the Commission and the latter is a zoning expert. Both are paid $8,500 per year and are permitted to do outside work. The City Planning Commission meets every week and holds a public hearing every two weeks. One of the important jobs before the Commission is the modernizing of the Zoning Resolutions. However, the technical staff is too busy to do much about this. A new division is being set up in the staff. It is called the technical and research division and its activities will be limited to research. There is a lot of public participation in New York City planning and the Commission members attend many neighborhood meetings.

Mrs. Marguerite Whelpley, Chairman of the Dearborn, Michigan, City Planning Commission said that much depended upon the selection of the persons to serve on the city planning commission. Some city ordinances named specific professions to be represented on the membership. She did not like this plan. The Dearborn Commission is appointed at the discretion of the Mayor. Mrs. Whelpley said she thought the State University should offer a short course in City Planning so that the members could solve some problems without calling in an expert since many cities did not have sufficient funds to pay for expert advice. She thought that the Commissioners should get a good grounding in the fundamentals of city planning so that some of the simpler problems could be solved without the aid of an expert. So many smaller communities have limited means; they simply cannot afford expert advice constantly. Common sense and an intelligent grasp of local factors are great aids toward solving any planning problem.

She would like to see a better understanding between the administration and the City Planning Commission. They both have their "angles" which should be appreciated by both bodies. A common meeting ground must be found, and the citizen as well as the official must bend his energies toward finding it. A good compromise may be the answer, for after all "half a loaf is better than none at all."

Major E. A. Wood, City Planning Engineer for Dallas said the City Planning Commission consisted of fifteen citizen members and held regular afternoon meetings on the second and fourth Thursdays of each month. The work of the Commission was largely done by committees which hold public hearings and report their findings to the entire Commission. This plan conserves the time of the Commission and permits the session to be devoted entirely to city planning matters.

Round Table on Planning Education for Citizens

PANEL: H. O. WHITTEMORE, Chairman, Department of Landscape Architecture, University of Michigan, Ann Arbor, Michigan, *Chairman;* MRS. MARGERY BAILEY, Norman, Oklahoma, *Reporter.* L. L. CLIFTON, Head of Department of Education, Oklahoma City University, Oklahoma City, Oklahoma; KENNETH SCHELLIE, Planning Consultant, Indianapolis, Indiana; FLAVEL SHURTLEFF, Professor of Planning Legislation and Administration, Massachusetts Institute of Technology, and Counsel, American Planning and Civic Association, Marshfield Hills, Massachusetts; GRANVILLE W. MOORE, Vice-President and General Manager, Greater Dallas Planning Council, Dallas, Texas; DR. LEONARD LOGAN, Dirctor, Institute of Community Development, University of Oklahoma, Norman, Oklahoma.

Chairman Whittemore, after introducing the members of the panel, pointed out the theme by saying consideration would be given to college, school, and adult education programs, and the various ways and means of dealing with city planning, development, growth and improvement.

"I assume we all know the many ways and means in which citizen education has been and is being promoted. We know of courses being given in universities; public schools; adult education programs; programs set up through various citizen councils on planning; publications issued by commissions; public exhibitions; newspapers. The question this morning is, 'How effective are these various things? If not effective, how can they be made so?' We must emphasize that time is running out; planning is here now and we need adult knowledge and interest in planning immediately."

Mr. Whittemore then asked "How effective are university or college general courses in planning elected by general or professional students?" *Mr. Shurtleff* answered that most of the courses at Massachusetts Institute of Technology are professional. Only one course is given to what might be called general students, and that is limited to architects and those students taking related courses, such as civil engineers. It does cover elementary principles of planning. These courses were started against resistance of students who felt them a waste of their time. The student at Massachusetts Institute of Technology no longer feels this way; he now realizes it will be very helpful to him in professional work and in his contribution to his own community, as membership on a planning commission.

Dr. Leonard Logan added, in reply to Mr. Whittemore's question that citizen education for planning is more or less teaching planning appreciation. The actual planning itself should be done by professionals and technicians. We have about 19 schools that give some kind of professional training in planning, several schools give degrees in planning. The American Institute of Planners now has a committee considering the matter of accrediting colleges and universities offering planning curricula. This is not our concern at this time however; citizen education is the thing today. What we do now determines the future of our cities

and communities. It is important to teach the coming generation. We cannot get very far with planning unless we get the support of citizens. Many cities create planning commissions and then do not know what to do with them. The average citizen is not equipped to make a plan. Many planning programs are killed because the people do not understand them. Also, too many people associate planning with socialism or communism. If democracy is to survive we must plan, and in a democratic way. It is, therefore, necessary in a planned program to acquaint citizens with planning. Three towns, Boston, Atlanta, and Louisville, Kentucky, have published books to be used in elementary schools.

Mr. Shurtleff added that some colleges are giving a series of lectures on planning which are very, very important.

Mr. Whittemore said that general courses at Michigan have been offered for quite a number of years, but that very few "students" are in the course. However, they do know that it has done a great deal of good.

Mrs. W. S. Bonner mentioned the influence of planning in the education departments of colleges. A course on evaluating your community to help teachers see what they will be up against includes many planning principles.

Mr. Fred Hosler stated that one of the great avenues for planning education for adults is through children. A lot of work is going on in grade schools; the first-grade reader used in Oklahoma City schools tells about traffic and location of schools and is a good planning manual. Many textbooks include planning principles and the children are more conscious of lack of planning in their cities than adults.

Mr. Whittemore then asked Mr. Moore to discuss the use of a textbook on Dallas. Mr. Moore said that as part of planning program they found it necessary to condition citizens for matters of planning. Through raising of money from interested citizens they were able to have published a book originally known as "Know Dallas" to promote city pride and let people know what they had in Dallas. The plan actually began with the Junior Chamber of Commerce. Through the cooperation of educators they were able to put this publication in the elementary public schools. Under the sponsorship of the Greater Dallas Planning Council the book was brought up to date and revised to the point of presenting it in the seventh and eighth grades. It gives the fundamentals of good city planning from beginning to end with clear concept of government and the present master plan. It is hoped that a child taking the course and his family will absorb some of this idea of planning, and thus increase interest in the community. Upon realizing the lack of knowledge of citizens of local government, basic facts of local government have been included in this book, hoping to give the student a sound foundation on which to base citizenship. Dr. McCorkle of the

University of Texas agreed that perhaps in Texas they can develop a textbook on local government and give emphasis to it in elementary and high schools. A class in county government is being given at Southern Methodist University as an experiment. Mr. Moore felt that there are enough planners at the present time to carry forward present thinking of planning if we will immediately start building for the future with planning education in the elementary and high school work.

Mr. Whittemore then turned the discussion to the consideration of citizen training from seventh and eighth grade through into adult education programs, and the principles of education in adult education. Mr. Clifton said that we must give them fundamental concepts in fields of physical science, social science, humanities. If we cannot convince the public that what we have is of value then it is of no value. Schools are glad to accept fundamental concepts to be incorporated in their studies. It is not impossible, but the job will not be done tomorrow. The job is to educate the citizen as well as children with certain specific ideas, and give them some fundamentals on which to base judgment.

Mr. Carl C. Weichsel of Dallas said that the approach at present is not altogether practical. The approach in presenting present plans has been from the social point of view. The quickest way to interest people is to show them where planning programs will hit them in the pocket book. The first reaction to any program is the expense of it. What is the relation between properly planned community and financial security? Houston has no zoning, and interest rates on home mortgages are ½ to 1 percent higher than in Dallas. Good companies limit themselves to certain districts which are well designed and well restricted. Dallas has lower rate of interest on municipal securities than Houston. This monetary effect should be presented to the people.

Mr. Whittemore said there are three kinds of investments in a community that man makes: investment in property; investment he makes in himself; and his investment in his family. The effect of planning on these investments should be used as basis of planning education.

Dr. Hayes Richardson gave a few comments on the Junior Citizens Organization in Kansas City. This program not only trains young people in city government and responsibility, but it is helping adults see the value of planning.

Mr. Kenneth Schielle said that we must aim direct impact on the adult citizen to get him to take more interest in the development of his community. It is no great problem to sell the effectiveness of planning to groups of people from college. The big problem is to reach the great majority of residents of the community who have not had the benefit of a college education. Planners are beginning to see the value of advertising and planning commercials are doing a reasonably good job. We should investigate and try to approach the problem as a manufacturer would to increase the market of his product.

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